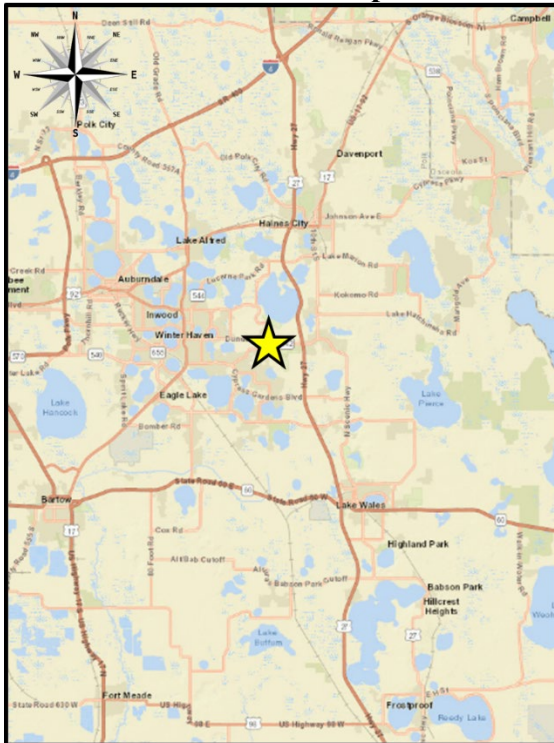


POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

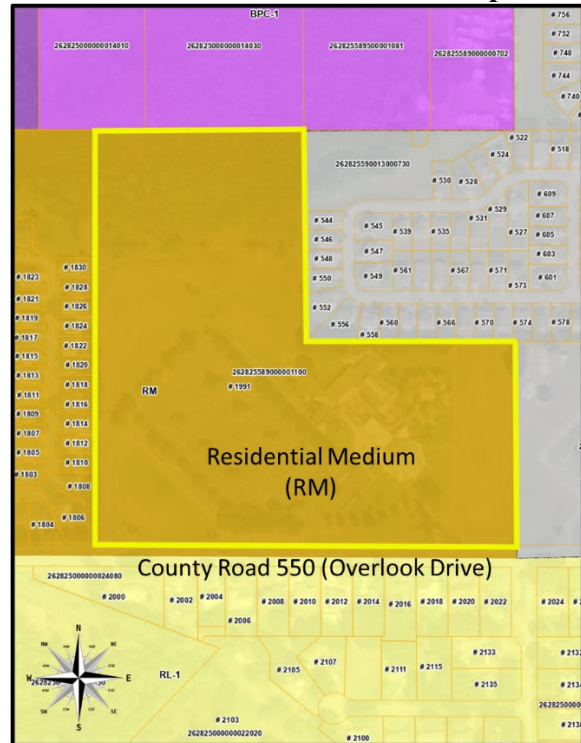
DRC Date:	November 4, 2023	Level of Review:	4
PC Date:	January 3, 2024	Type:	Comprehensive Plan Amendment
BoCC Date:	February 20, 2024	Case Numbers:	LDCPAS-2023-27
Applicant:	Nathan Milch, Kimley Horn	Case Name:	St. Matthews CPA
		Case Planner:	J.P. Sims, Planner II

Request:	A Future Land Use designation change from Residential Medium (RM) to Institutional (INST) on 29.34 +/- acres.
Location:	The subject property is located south of State Road 542, east of Carl Floyd Road, west of US 27, and north of County Road 550, east of the Winter Haven city limits, in Sections 25, Township 28, and Range 26.
Property Owner:	Diocese of Orlando
Parcel Size/number:	29.34 +/- acres (262825-589000-001100)
Development Area:	Urban Growth Area (UGA)
Nearest Municipality:	City of Winter Haven
DRC Recommendation:	Approval
Planning Commission Vote:	Approval (6:0)
Public Comment:	Yes
Florida Commerce*	N/A

Location Map



Current Future Land Use Map



Summary

The applicant, Nathan Milch, is requesting a Small-Scale Comprehensive Plan Amendment on behalf of the property owners, Diocese of Orlando, to change the Future Land Use Designations from Residential Medium (RM) to Institutional (INST-1) on 29.34 +/- acres of property in the Urban Growth Area (UGA). Site is located south of State Road 542, west of US Highway 27, east of Carl Floyd Road, and north of County Road 550, east of Winter Haven city limits, in Sections 25, Township 28, and Range 26.

Compatibility Summary

This request will be compatible with the surrounding area as it has ingress/egress onto a large County Road. It has Business Park Center (BPC-1) to the north of the site, Residential Medium (RM) to the west, and Residential Low (RL) to the south. There is CITY future land use to the east which has another church on site. There is currently a Catholic church on the subject site, so the conversion to Institutional (INST-1) would not be out of context. The change in future land use would allow for a cemetery to be added on site for the Catholic church.

Infrastructure Summary

The subject site has access to water from Winter Haven Utilities already established. The site does use septic for wastewater and is not connected to sewage with Winter Haven Utilities. This was confirmed by a representative of Winter Haven Utilities. There is sufficient road capacity on all surrounding road networks. Mass transit is available nearby, but there is not a stop directly adjacent to the site. Public safety response times are normal for this part of the County, but school capacity will be an issue. Fortunately, there is a church already on site so no student generation should occur unless something different is built on this site in the future. The request is compatible with the available infrastructure.

Environmental Summary

The nearest neighborhood park is the Lake Florence Park 1.7 miles southwest of the site and the nearest regional Park is the East Central Park 4 miles to the east of the subject site. There are wet soils on the subject as well as sandy soils. There are no wetlands on site, but there is Flood Zone AE on the southwest corner and in the northern part of the site. The wet soils on site will not be an issue as the area that is being used will be entirely on the sandy soils.

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 2.102-A10 Location Criteria
- Policy 2.105(A1-A5): Urban Growth Area (UGA)
- Policy 2.120-D: Residential Medium
- Policy 2.116(A3-A4): Institutional

Findings of Fact

Request and Legal Status

- This is an applicant-initiated request for the Future Land Use designation change from Residential Medium (RM) to Institutional (INST).
- The subject site has an existing religious institution, St. Matthews Catholic Church, that is currently in operation. This building was constructed in 2000

Compatibility

- The existing uses surrounding the site are:
 - North – CITY; Savannah Estates, a single-family residential neighborhood: BPC-1, undeveloped.
 - West – RM; Emily Estates, a single-family residential neighborhood.
 - East – CITY; Calvary Baptist Church.
 - South – RL-1; single-family residential neighborhood.
- The general area to the west, north, and south of the subject site includes mostly single family detached. To the east is Calvary Baptist Church, which is within Winter Haven city limits.
- The subject site has some vacant area for expansion.

Infrastructure

- The zoned schools for the site are Elbert Elementary, Denison Middle, and Winter Haven High School.
- Polk County Fire Rescue Station 18 will be the response unit for fire and EMS for this site. It is located at 2101 Register Road SE in Winter Haven, with an approximate travel distance of 2.2 miles.
- The subject site is within the Sheriff Department's Central District. The Central District Office is located at 3635 Ave G NW in Winter Haven.
- The subject site will be serviced by Winter Haven's Utility Service Area for potable water, but per Polk County GIS information, wastewater is unknown. A representative of Winter Haven Utilities confirmed that this site uses septic and is not connected to wastewater.
- County Road 550 (Overlook Drive) has sidewalks adjacent to the subject site along its entire property frontage to the south.
- The closest mass transit route is Route 27X, the Dundee/Eagle Ridge route with the closest stop being the Dundee Police Station stop which is 3.5 miles from the subject site. This line runs west to east along Dundee Road.

- The nearest neighborhood park is the Lake Florence Park 1.7 miles southwest of the site and the nearest regional Park is the East Central Park 4 miles to the east of the subject site.

Environmental

- There is a low elevation of 150 on the east side of the site, 145 feet at the west side and south end of the site, but the lowest point of the site is on the north side at just 125 feet. The highest point is 157 on the northeast side of the church already constructed on site.
- There are no wetlands on site, but there is AE flood zone on the overall parcel, but not on the portion of the site where there is vacant area for development expansion
- The soil type for both sites on the parcel include Samsula Muck, Candler Sand (0-5% slope), and Hontoon Muck.
- According to Polk County Endangered Habitat Maps, the subject site is not located within a one-mile radius of an observation of a protected animal species (Source: Florida Department of Environmental Protection, 2015).
- There are no known archeological or historical resources on the subject site per data from the Florida State Historical Commission.
- There are no wells on the subject site and it is not located in a wellfield.
- The site is not within an Airport Impact District.

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 2.105-A1: DESCRIPTION - Urban-Growth Areas shall:
 - a. complement the TSDA in guiding growth, while promoting orderly and compact development;
 - b. be located contiguous to the TSDAs or a municipality as they represent the expansion areas;
 - c. be supported by existing or planned urban type services that are programmed for the 20-year planning horizon;

d.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 in close proximity to the development in the adjacent TSDAs;

e. 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;
 - 3.support the preservation of open space and natural areas;
 - 4.reduce capital and operating cost for the provision of infrastructure and public services.
- **POLICY 2.105-A3: LAND USE CATEGORIES** - The following land use categories shall be permitted within UGAs:
 - a.**ACTIVITY CENTERS:** Regional Activity Centers, Community Activity Centers, Neighborhood Activity Centers, Convenience Centers, Tourism Commercial Centers, and Employment Centers, High-Impact Commercial Centers shall be permitted within UGAs in accordance with applicable criteria.
 - b.**RESIDENTIAL:** Residential-High, Residential-Medium, and Residential-Low Districts shall be permitted within UGAs in accordance with applicable criteria.
 - c.**OTHER:** Linear Commercial Corridors, Commercial Enclaves, Industrial, Business-Park Centers, Professional Institutional, Office Centers, Leisure/Recreation, Institutional, Recreation and Open Space, Preservation.
 - **POLICY 2.105-A5: DEVELOPMENT CRITERIA FOR URBAN GROWTH AREAS** - Development within the Urban Growth Areas shall conform to the following criteria as further specified in the Land Development Code:
 - a.connect to centralized potable water;
 - b.connect to centralized sanitary sewer systems if available.
 - c.incorporate design features that promote healthy communities and green building practices, as established in Section 2.1251, Community Design, of this element;
 - d.promote the implementation of "Complete Street" and "Conservation Development" principles as established under Section 2.1251, Community Design, of this element;
 - e.promote the integration of pedestrian-oriented features, including sidewalks, trails, or walkways into every development including appropriate pedestrian shelters or awnings;
 - f.provide access to civic space, parks, green areas, and open space and other amenities;
 - g.be supported by public safety (i.e., fire, EMS and law enforcement);
 - h.have access to public schools;

- i.be encouraged to provide connectivity with adjacent uses within the TSDA, and facilitate connectivity between the TSDA and other urban centers and the rural development areas;
 - j.encourage the inclusion of a variety of housing choices and mixed uses; and
 - k.additional standards supporting transit if development is within the "Corridor and Center Overlay" (Section 2.124-A);
- 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 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 largescale 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.
 - The placement of institutional uses in other than lands classified as Institutional shall be subject to County approval through a Conditional Use Permit, or in accordance with land-development regulations adopted and/or amended by the County in accordance with Section 163.3201(1), FS.
 - Educational facilities will be allowed in lands designated as Institutional, or in all other land uses, except Industrial as a community facility in accordance with policies of this Plan.
 - POLICY 2.116-A4: DEVELOPMENT CRITERIA - Institutional development shall conform to the following criteria:
 - a.Institutional uses include, but are not limited to: private and public-service structures. These commonly include:
 - 1.public and private educational facilities;
 - 2.government-administration buildings;
 - 3.public-safety structures (e.g. police and fire);
 - 4.cultural facilities (e.g. libraries, museums, and performing-arts theaters);
 - 5.health-care facilities e.g. hospitals, medical centers, clinics, nursing homes, adult day care centers, group homes, group living facilities, emergency shelters, residential treatment facilities [1].
 - b.Large institutional areas should be designed so that the more intensive uses are at the center of the development, with less intensive uses near the fringes.

- c. Prior to site planning, the School Board, independent special districts and other governmental entities shall communicate to one another to pursue potential colocation of government services.
- d. Commercial uses within institutional areas mapped on the Future Land Use Map Series shall be primarily for the purpose of serving the institutions within the area and shall be limited to a scale appropriate for that purpose.
- e. Institutional sites shall be designed to provide for: 1. Adequate parking to meet the present and future demands of the use. 2. Buffering where the effects of lighting, noise, odors, and other such factors would adversely affect adjacent land uses. Parking lots, loading areas, dumpsters, utilities and air conditioning units, signage, etc. are examples of facilities which may require special buffering provisions.
- f. Multi-family residential uses may be permitted at densities up to and including 15 dwelling units per acre as part of a Planned Development. Residential uses may be permitted according to the following:
 - 1. Residential uses shall only be established adjacent to or in conjunction with a university, college, vocational school or other similar educational institution.
 - 2. Residential development shall be intended to primarily meet the housing needs for students and facility members of the nearby educational institution
- g. Recreational uses accessory to the institutional use or compatible with the location of the institutional district.

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 2023-27**.

Planning Commission Recommendation: On January 3, 2024, in an advertised public hearing, the Planning Commission voted 6:0 to **recommend APPROVAL of LDCPAS-2023-27**.

***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 identifies the Future Land Use (FLU) designations and the existing uses surrounding the subject site that are immediately adjacent.

Table 1 Surrounding Uses

Northwest BPC-1; undeveloped	North BPC-1; undeveloped	Northeast BPC-1; undeveloped; single family detached
West RM; Emily Estates, single-family residential development	Subject Site RM; St. Matthew Catholic Church	East CITY; Savannah Estates, a single-family residential development and Calvary Baptist Church.
Southwest RL-1; single-family residential	South RL-1; single-family residential	Southeast RL-1; single-family residential

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

Compatibility with the Surrounding Uses

According to *Policy 2.102-A2* of Polk County’s Comprehensive Plan, “land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other policies in this Future Land Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; and c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.” The “development criteria” and the “density and dimensional regulations” of a land use district are often the measuring tools used by staff to determine compatibility and the appropriateness of locating differentiating uses. Compatibility is defined in the Comprehensive Plan as “a condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition.”

A. Land Uses

The purpose of Urban Growth Area (UGA) 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. UGA's are areas within the County that, at a minimum, are currently served, or are programmed within the applicable Comprehensive Plan Capital Improvement Program to be served within years 10 through 20 of the Comprehensive Plan's planning period. UGA's are also supported by, or programmed to be supported by, other services typically found to accompany urban development such as public safety services, an urban road network, and developed parks.

The request is a Future Land Use designation that is reflective of the current use on site. While the land has been designated Residential Medium, it currently has a large Catholic church on site (St. Matthews). This use is more closely in line with the requested land use change of Institutional. The majority of the surrounding uses are single family residential. The uses along Overlook Drive to the east is also a Religious Institution.

B. Infrastructure

The subject site will be serviced by Winter Haven’s Utility Service Area for potable water, but per Polk County GIS information, wastewater is unknown. A representative of Winter Haven Utilities confirmed that this site uses septic and is not connected to wastewater. The site is adjacent to County Road 550 (Overlook Drive), and Urban Collector, while also having close access to State Road 542, a Minor Arterial. There is available transportation capacity on both roads. Public safety response times are normal for this part of the County. While there is capacity within the schools, this site is not expected to generate students. The request is compatible with the available infrastructure.

Nearest Elementary, Middle, and High School

The schools zoned for the subject property are the zoned schools listed in Table 2 below. Per the requirements in Chapter 7 of the Land Development Code, the applicant will have to work out capacity for any development request with the school board.

Table 2 School Information

Name of School	Annual Estimated Demand	% Capacity 2022-2023 School Year	Average driving distance from subject site
Elbert Elementary School	0 students	95%	3.3 miles
Denison Middle School	0 students	63%	4.3 miles
Winter Haven High School	0 students	107%	4.7 miles

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

It is important to note that the site currently has a church that is in service, so no students are anticipated to be generated. In addition, the policies in the Comprehensive Plan limits any residential to multifamily associated with a university or college.

Nearest Sheriff, Fire, and EMS Station

Table 3 below displays that the nearest Sheriff District office and Fire/EMS stations. 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.

Table 3 Public Safety Information

	Name of Station	Distance Response Time*
Sheriff	Central District Command Unit (3635 Ave G NW, Winter Haven)	8 +/- miles Priority 1 – 11:30 Priority 2 – 23:20
Fire/ EMS	Station #18 (2101 Register Rd SE, Winter Haven)	2.2 +/- miles

Source: Polk County Sheriff's Office & Polk County Fire Rescue. Response times for November 2023.

Water and Wastewater

A. Estimated Demand

The subject site is within the Winter Haven Utility Service Area for potable water, but wastewater will be handled by on-site septic as confirmed by City of Winter Haven Utilities. The proposed INST-1 has the potential to require more water and generate more wastewater with than the current land use and more. However, the church that is currently on site is not expected to change other than adding a cemetery on site which uses no water or wastewater.

Table 4 Estimated Water and Sewer Impact Analysis

Permitted Intensity	Maximum Permitted in Existing Land Use RM	Maximum Permitted in Proposed INST-1
29.34 +/- acres	29.34 +/- acres X 7 du/ac = 205 du	29.34 +/- acres 1,278,050 sq ft X 0.25 FAR = 319,512 sq ft
Potable Water Consumption	205 du X 198 GPD = 40,590 GPD	318,512 sq ft X 0.24 = 76,683 GPD
Wastewater Generation	205 du X 180 GPD = 37,440 GPD	76,683 GPD X 80% = 61,346 GPD

Source: Concurrency Manual: RM for single family residence is 360 GPD for water and 270 GPD for wastewater, Multifamily @ 198 GPD Potable water and 180 Wastewater. INST-1 uses 0.25 FAR, 0.24/sf for water, and 80% of water for wastewater.

B. Service Provider

The subject site is within the Winter Haven Utility Service Area for water, but wastewater will be handled by on-site septic as was confirmed by City of Winter Haven Utilities. There is a Distribution Main Line for water that runs along the front of the subject property on Overlook Drive SE.

C. Available Capacity

Information is not available for capacity as the water is handled by Winter Haven Utilities.

D. Planned Improvements

There are no improvements planned at this time.

Roadways/Transportation Network

A. Estimated Demand

Table 5, following this paragraph, shows the Average Annual Daily Trip (AADT) rate and the PM Peak hour trip rate. The Future Land Use change may result in higher trips. However, it is already developed with a religious institution.

Table 5 Estimated Transportation Impact Analysis

Permitted Intensity	Maximum Permitted in Existing Land Use RM	Maximum Permitted in Proposed INST-1
29.34 +/- acres	29.34 +/- acres X 7 du/ac = 205 du	29.34 +/- acres 1,278,050 sq ft X 0.25 FAR = 319,512 sq ft / 1,000 = 319 sq ft
Average Annual	205 du X 6.63 AADT = 1,359 Trips (100% New Trips)	319 sq ft X 19.72 AADT = 5,787 Trips (92% New Trips)
PM Peak	205 du X	319 sq ft X

	0.58 AADT = 119 Trips	2.68 AADT = 787 Trips
--	----------------------------------------	----------------------------------------

Source: Concurrency Manual and Table for Minor Traffic Study –Residential Medium (RM) Multifamily Housing (Low-Rise) at 6.63 AADT and 0.58 PM Peak Hours (100% new trips), and INST-1 for General Office uses 19.72 AADT and 2.68 AADT at PM Peak Hours.

B. Available Capacity

The roads surrounding the subject site do not have sufficient PM Peak capacity available for an office building. The site is developed with a religious institution and not an office. Since services do not take place every day of the week, capacity should not be a problem. The table after this paragraph provides the current PM Peak Hour capacities of the nearby road links. It is also relevant to consider the distribution of traffic as it leaves a development site. As traffic leaves a site the impact is not at the same intensity the farther away from the site as it is at the driveway.

Link #	Road Name	Current LOS	Available Capacity	Minimum LOS Standard	Projected Five Year LOS
4054E	CR 550 (Overlook Drive)	C	358	D	C
4054W		C	340	D	C
8103E	Dundee Road	D	343	D	E
8103W		D	324	D	E

Source: Polk Transportation Planning Organization, Roadway network Database 2023

C. Roadway Conditions

CR 550 (Overlook Drive) is an Urban Collector with available capacity in both directions. Dundee Road is an Urban Collector. The Pavement Condition Index (PCI) for CR 550 is Fair while Dundee Road has a PCI rating of Good. The condition of the roadways and the LOS change over time. The conditions are addressed when development accesses a road during the Level 2 Review. LOS is a tool that can limit the intensity of a development.

D. Sidewalk Network

County Road 550 (Overlook Dr SE) has sidewalks adjacent to the subject site along its entire property frontage. Dundee Road has no sidewalks running along the entirety of the road from west to east.

E. Planned Improvements:

There are currently no planned County improvements along any of the traffic links.

F. Mass Transit

The closest mass transit route is Route 27X, the Dundee/Eagle Ridge route with the closest stop being the Dundee Police Station stop which is 3.5 miles from the subject site.

Park Facilities:

The following analysis is based on public recreation facilities. The nearest neighborhood park is the Lake Florence Park 1.7 miles southwest of the site and the nearest regional Park is the East Central Park four (4) miles to the east of the subject site.

A. Location:

The nearest neighborhood park is the Lake Florence Park 1.7 miles southwest of the site and the nearest regional Park is the East Central Park four (4) miles to the east of the subject site.

B. Services:

East Central Park has a baseball complex, tot lot, a soccer field, basketball court, and open pavilion space. Lake Florence Park has a dock that leads out into the lake.

C. Multi-use Trails:

The closest free hiking trail is in the Catfish Creek Preserve Hiking Trail which is nine (9) +/- miles to the east of the subject site.

D. Environmental Lands:

This site contains no County owned environmental lands. The closest environmental lands to the site are the Lewis Arboretum which is directly to the southwest of the subject site on the south side of Overlook Drive.

E. Planned Improvements:

There are no further recreation improvements scheduled for this area of the County at this time.

Environmental Conditions

The site is primarily composed of Candler Sand, which is suitable for building. However, it does present to types of muck, Hontoon and Samsula, that would present a problem should they ever try to be developed.

A. Surface Water:

There is no surface water on the subject site.

B. Wetlands/Floodplains:

There are no wetlands or floodplains on the subject site.

C. Soils:

The subject site is comprised of a mix of soil types as listed in Table 8 following this paragraph. According to the soil survey of Polk County, the soil types range in good permeable soils as well as soils associated with wetlands.

Table 8

Soil Name	Septic Tank Absorption Field Limitations	Limitations to Dwellings w/o Basements	% of Site (approximate)
Samsula Muck, frequently ponded, 0 to 1 percent slopes (13)	Severe: ponding, poor filter.	Severe: cutbanks cave, excess humus, ponding	6.9%
Candler sand, 0 to 5% slopes (3)	Slight	Severe: cutbanks cave.	76.5%
Hontoon Muck, frequently ponded, 0 to 1 percent slopes	Severe: subsides, ponding, poor filter.	Severe: excess humus, ponding	16.6%

*Source: Soil Survey of Polk County, Florida, USDA, Soil Conservation Service *Because of poor filtration, ground water contamination is a hazard in many areas that have a concentration of homes with septic tanks.*

D. Protected Species

According to the Florida Biodiversity Matrix GIS application, no threatened or endangered plant or animal species exist on the site. If any are discovered, the applicant shall properly protect the specie(s) or mitigate any impacts consistent with federal, state, and local law.

E. 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.

F. Wells (Public/Private)

The subject site is not located in a Wellfield Protection District and does not have any wells on site. The site will be connecting to water from Winter Haven Utilities. The nearest Wellfield is about 0.73 miles to the southwest of the subject site.

G. Airports:

The site is not within an Airport Impact District.

Economic Factors:

There are no known economic factors that would impact the development of this site.

Consistency with the Comprehensive Plan

Many policies within the Comprehensive Plan are reviewed for consistency with an application. The most relevant policies for the proposed request are included in this section. The policy is first stated and then an analysis of how the request is provided to state that it may or may not be

consistent with the Comprehensive Plan. How the request is **consistent** with the Comprehensive Plan is listed below:

Table 8 Comprehensive Plan and Land Development Code

Comprehensive Plan Policy	Consistency Analysis
<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> <p>a. there have been provisions made which buffer incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.</p>	<p>The Comprehensive Plan permits a variety of different Future Land Use designations in urban areas and contribute to a combination of mixed uses. Institutional would not be out of context with the surrounding area.</p>
<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 lands surrounding the subject site are already a combination of religious institutions, warehousing, and single-family homes. Winter Haven Utilities are readily available in this area for water. This request is consistent with this policy.</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 timing is consistent with the growth in the area as the surrounding sites are already designated for a variety of uses. There is ample connectivity to water and electricity. Fire and Sheriff are close by with low response times. Schools that are zoned for the site are not at capacity. The overall parcel does not contain wetlands or floodplains. The site already has a large church constructed on site which is consistent with the land use change.</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> <p>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:</p> <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 	<p>The timing is consistent with the growth in the area as the surrounding sites are already designated for a variety of uses. There is ample connectivity to water and electricity. Fire and Sheriff are close by with low response times. Schools that are zoned for the site are not at capacity. The overall parcel does not contain wetlands or floodplains. The site already has a large church constructed on site which is consistent with the land use change.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>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.</p>	
<p>POLICY 2.105-A1: DESCRIPTION - Urban-Growth Areas shall:</p> <p>a.complement the TSDA in guiding growth, while promoting orderly and compact development; b.be located contiguous to the TSDAs or a municipality as they represent the expansion areas; c.be supported by existing or planned urban type services that are programmed for the 20-year planning horizon; d.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 in close proximity to the development in the adjacent TSDAs; e.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; 3.support the preservation of open space and natural areas; 4.reduce capital and operating cost for the provision of infrastructure and public services.</p>	<p>Institutional is allowed in the UGA. There are sidewalks on the front of the property along Overlook Drive. The change from Residential Medium to Institutional will compliment the surrounding land uses.</p>
<p>POLICY 2.105-A3: LAND USE CATEGORIES - The following land use categories shall be permitted within UGAs:</p> <p>a.ACTIVITY CENTERS: Regional Activity Centers, Community Activity Centers, Neighborhood Activity Centers, Convenience Centers, Tourism Commercial Centers, and Employment Centers, High-Impact Commercial</p>	<p>The proposed Institutional Future Land Use designation is permitted in the UGA. The applicant will be required to demonstrate consistency with the UGA Development Criteria. Therefore, this request is consistent with the UGA policies. The site is connected to water through Winter Haven Utilities. It has septic on site it uses for wastewater. The sidewalks fronting the property promote</p>

Comprehensive Plan Policy	Consistency Analysis
<p>Centers shall be permitted within UGAs in accordance with applicable criteria. b.RESIDENTIAL: Residential-High, Residential-Medium, and Residential-Low Districts shall be permitted within UGAs in accordance with applicable criteria.c.OTHER: Linear Commercial Corridors, Commercial Enclaves, Industrial, Business-Park Centers, Professional Institutional, Office Centers, Leisure/Recreation, Institutional, Recreation and Open Space, Preservation.</p>	<p>walkability in the surrounding area. Public Safety is readily available nearby. The zoned high schools does have a capacity issue, but as Institutional does not allow Single Family Residential uses in nature, there should be no student generation caused by the Future Land Use Change.</p>
<p>POLICY 2.105-A5: DEVELOPMENT CRITERIA FOR URBAN GROWTH AREAS - Development within the Urban Growth Areas shall conform to the following criteria as further specified in the Land Development Code:</p> <p>a.connect to centralized potable water;b.connect to centralized sanitary sewer systems if available.c.incorporate design features that promote healthy communities and green building practices, as established in Section 2.1251, Community Design, of this element;d.promote the implementation of "Complete Street" and "Conservation Development" principles as established under Section 2.1251, Community Design, of this element;e.promote the integration of pedestrian-oriented features, including sidewalks, trails, or walkways into every development including appropriate pedestrian shelters or awnings;f.provide access to civic space, parks, green areas, and open space and other amenities;g.be supported by public safety (i.e., fire, EMS and law enforcement);h.have access to public schools;i.be encouraged to provide connectivity with adjacent uses within the TSDA, and facilitate connectivity between the TSDA and other urban centers and the rural development areas;j.encourage the inclusion of a variety of housing choices and mixed uses; andk.additional standards supporting transit if development is within the "Corridor and Center Overlay" (Section 2.124-A);</p>	
<p>POLICY 2.116-A1: CHARACTERISTICS - Institutional areas are primarily characterized by private and public-service structures.</p>	<p>The site being changed to Institutional will make the large religious institution constructed on site, in St. Matthews Catholic Church, consistent. Overlook Drive and</p>

Comprehensive Plan Policy	Consistency Analysis
<p>POLICY 2.116-A2: DESIGNATION AND MAPPING -Institutional areas shall be designated and mapped on the Future Land Use Map Series as "Institutional" (INST) and shall include all major existing institutional areas which are not included within an Activity Center, Linear Commercial Corridor, or Commercial Enclave.</p> <p>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 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:</p> <p>a.Accessibility to roadways, with consideration being given to regional transportation issues for largescale 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.</p> <p>The placement of institutional uses in other than lands classified as Institutional shall be subject to County approval through a Conditional Use Permit, or in accordance with land-development regulations adopted and/or amended by the County in accordance with Section 163.3201(1), FS.</p> <p>Educational facilities will be allowed in lands designated as Institutional, or in all other land</p>	<p>Dundee Road are both Urban Collectors which is suitable for the Institutional land use.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>uses, except Industrial as a community facility in accordance with policies of this Plan.</p> <p>POLICY 2.116-A4: DEVELOPMENT CRITERIA - Institutional development shall conform to the following criteria:</p> <p>a. Institutional uses include, but are not limited to: private and public-service structures. These commonly include: 1. public and private educational facilities; 2. government-administration buildings; 3. public-safety structures (e.g. police and fire); 4. cultural facilities (e.g. libraries, museums, and performing-arts theaters); 5. health-care facilities e.g. hospitals, medical centers, clinics, nursing homes, adult day care centers, group homes, group living facilities, emergency shelters, residential treatment facilities [1].</p> <p>b. Large institutional areas should be designed so that the more intensive uses are at the center of the development, with less intensive uses near the fringes.</p> <p>c. Prior to site planning, the School Board, independent special districts and other governmental entities shall communicate to one another to pursue potential colocation of government services.</p> <p>d. Commercial uses within institutional areas mapped on the Future Land Use Map Series shall be primarily for the purpose of serving the institutions within the area and shall be limited to a scale appropriate for that purpose.</p> <p>e. Institutional sites shall be designed to provide for:</p> <ol style="list-style-type: none"> 1. Adequate parking to meet the present and future demands of the use. 2. Buffering where the effects of lighting, noise, odors, and other such factors would adversely affect adjacent land uses. Parking lots, loading areas, dumpsters, utilities and air conditioning units, signage, etc. are examples of facilities which may require special buffering provisions. <p>f. Multi-family residential uses may be permitted at densities up to and including 15 dwelling units per acre as part of a Planned Development. Residential uses may be permitted according to the following:</p> <ol style="list-style-type: none"> 1. Residential uses shall only be established adjacent to or in conjunction with a university, college, vocational school or other similar educational 	

Comprehensive Plan Policy	Consistency Analysis
<p>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.</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 and it is permitted in the designated area. Table 9 (below) depicts the Urban Sprawl Criteria used by staff as indicators of Urban Sprawl.

Table 9 Urban Sprawl Criteria

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

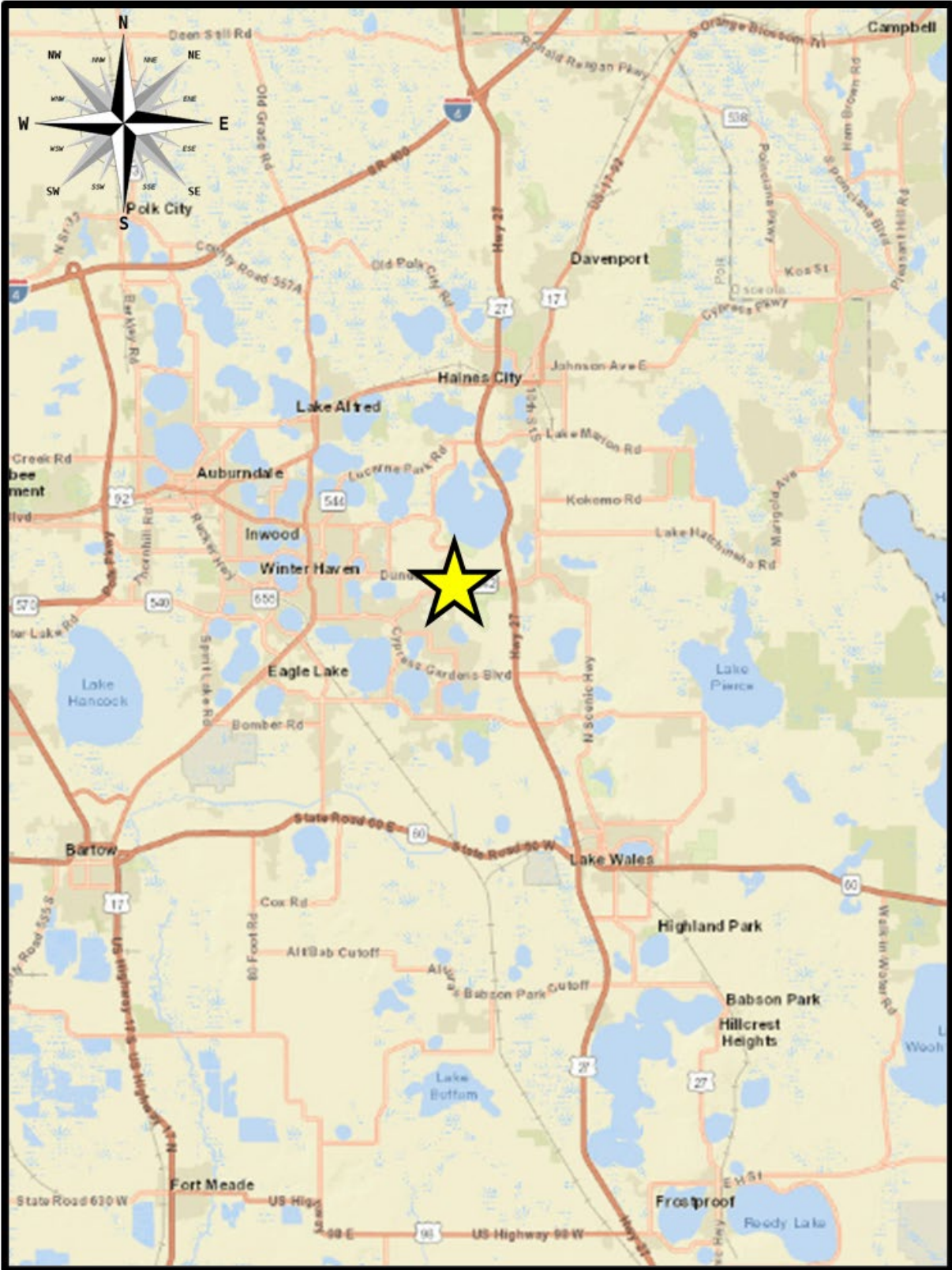
Comments from other agencies

No comments

Exhibits:

- Exhibit 1 Location Map
- Exhibit 2 2022 Aerial Context Map
- Exhibit 3 2022 Aerial Close Up
- Exhibit 4 Current Future Land Use Map
- Exhibit 5 Proposed Future Land Use Map
- Exhibit 6a RM Permitted and Conditional Uses
- Exhibit 6b INST-1 Permitted and Conditional Uses

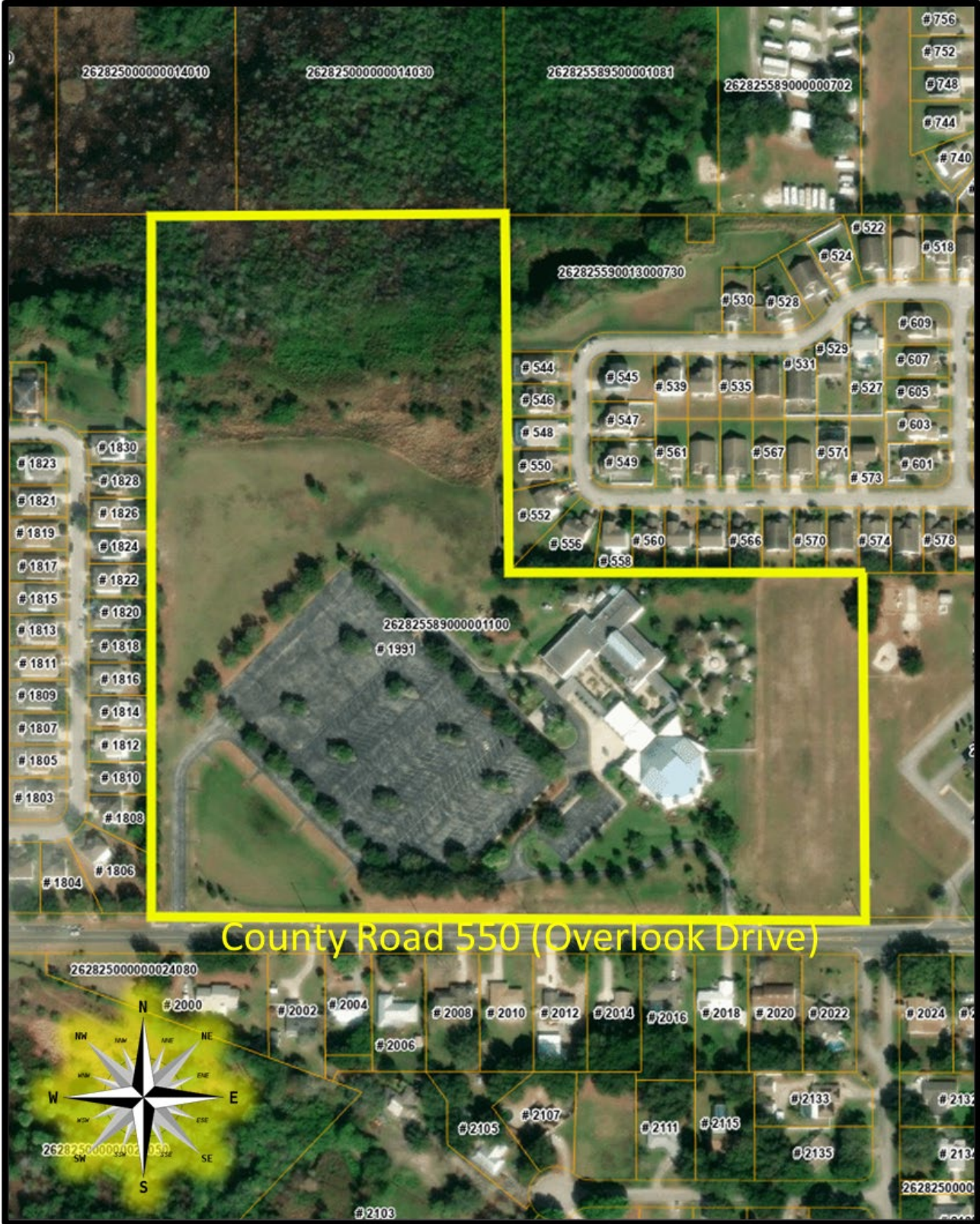
Applicant's submitted documents and ordinance as separate files



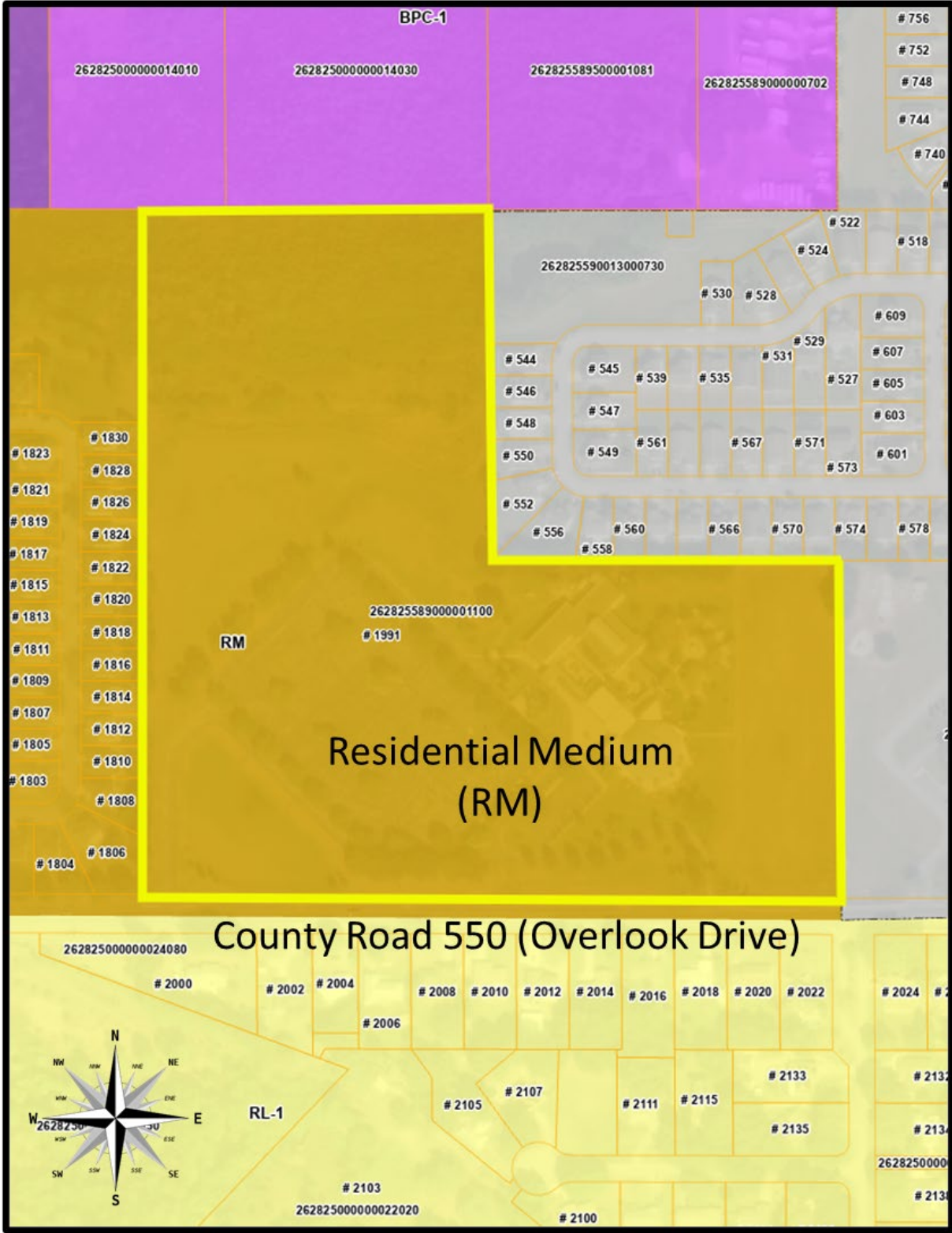
LOCATION MAP



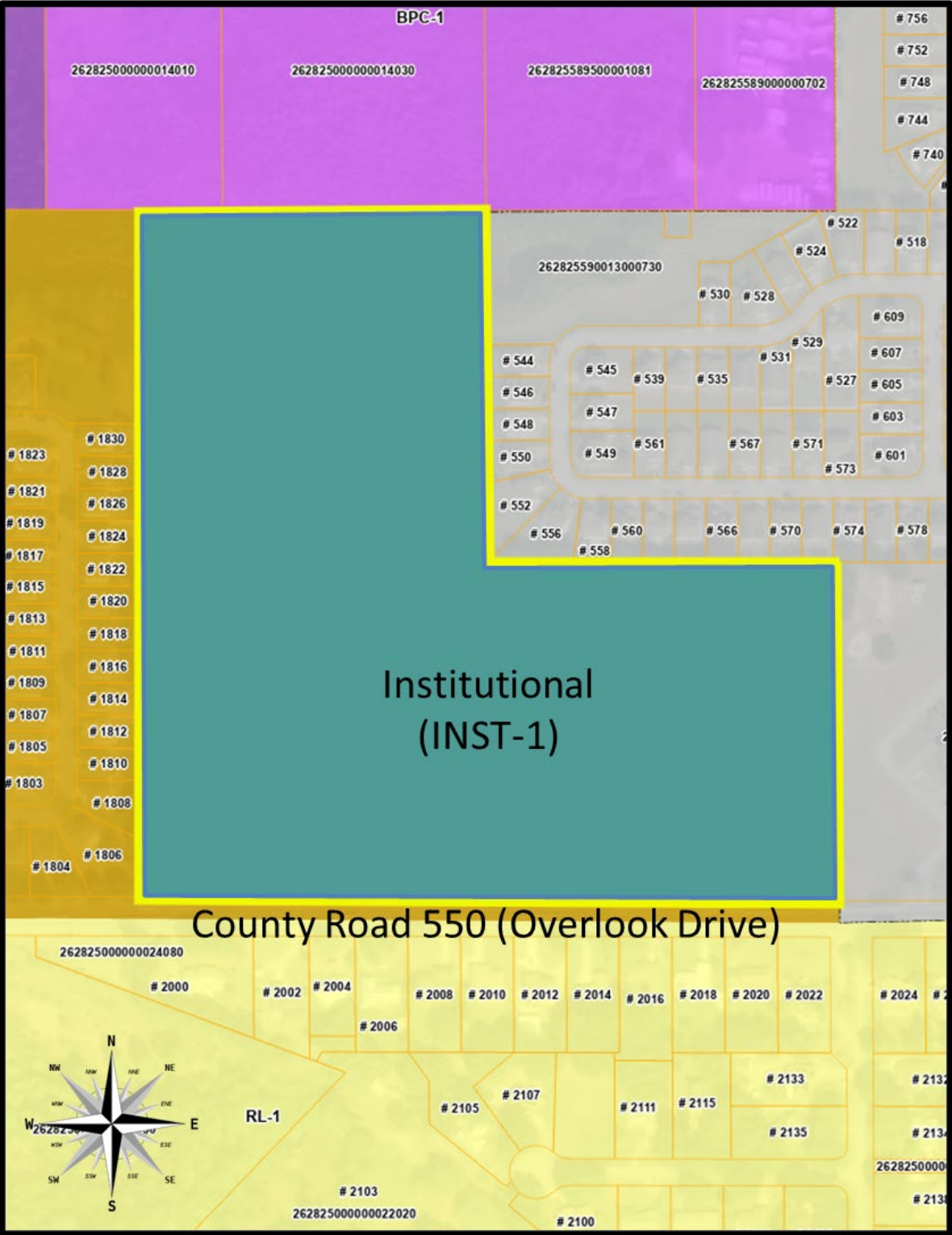
2022 AERIAL PHOTO CONTEXT



2022 AERIAL PHOTO CLOSE UP



CURRENT FLUM Residential Medium (RM)



PROPOSED FLUM Institutional (INST-1)

FLU	PERMITTED (By Right)	CONDITIONAL USE Level 1 or 2 Review (Technical Staff Review)	CONDITIONAL USE Level 3 or 4 Review (Public Hearing)
RM	Duplex- Two-family Attached, Multi-family, Single-family Detached Home & Subdivision, Farming General, Utilities- Class I	Group Home- Large (7-14 residents), Group Home- Small (6 or less residents), Mobile Homes- Individual, Emergency Shelter- Medium (7-14 residents), Emergency Shelter- Small (6 or less residents), Recreation- Passive, Utilities- Class II, Bed and Breakfast, Nursing Home, Recreation- Low Intensity, School- Elementary, School- High, School- Middle	Group Living Facility (15 or more residents), Mobile Home Park, Mobile Home Subdivision, Short-Term Rental Unit, Planned Development, Residentially Based Mixed Development (RBMD), Transitional Area Development, Adult Day Care Center (7 or more clients), Childcare Center, Communication Tower- Monopole, Communication Towers- Guyed and Lattice, Community Center, Cultural Facility, Emergency Shelter- Large (15 or more residents), Golf Course, Government Facility, Helistops, Mining- Non-phosphate, Recreation- High Intensity, Recreation- Vehicle Oriented, Religious Institution, School- Leisure/Special Interest, School- University/College, Utilities- Class III

Residential Medium (RM) PERMITTED AND CONDITIONAL USES

FLU	PERMITTED (By Right)	CONDITIONAL USE Level 1 or 2 Review (Technical Staff Review)	CONDITIONAL USE Level 3 or 4 Review (Public Hearing)
INST1	Childcare Center, Farming General, Government Facility, Lodges and Retreats, School-Elementary, School-Leisure/Special Interest, School-Middle, Studio- Production, Transit- Facility, Utilities- Class I, Utilities- Class II	Group Home- Large (7-14 residents), Emergency Shelter-Medium (7-14 residents), Golf Course, Recreation- High Intensity, Recreation- Low Intensity, Recreation- Passive, Group Living Facility (15 or more residents), Adult Day Care Center (7 or more clients), Cemetery, Clinics & Medical Offices, Communication Tower- Monopole, Communication Towers- Guyed and Lattice, Community Center, Cultural Facility, Emergency Shelter- Large (15 or more residents), Heliports, Helistops, Nursing Home, Office, Office Park, Recreation- Vehicle Oriented, Religious Institution, Research & Development, Solar Electric-Power Generation Facility	Multi-family, Planned Development, Gas Station, Hospitals, Lime Stabilization Facility, Mining- Non-phosphate, School- High, School- Technical/Vocational/Trade & Training, School-University/College, Seaplane Base, Utilities- Class III, Water Ski Schools, Residential Treatment Facility

Institutional (INST-1) PERMITTED AND CONDITIONAL USES