

POLK COUNTY

DEVELOPMENT REVIEW COMMITTEE

STAFF REPORT

DRC Date:	July 31, 2025
Planning Commission Date:	September 10, 2025
BoCC Dates:	November 4, 2025 Transmittal, and February 17, 2026 Adoption
Applicant:	Justin Ham, Kimley-Horn
Level of Review:	Level 4 Review, Comprehensive Plan Text Amendment
Case Number and Name:	LDCPAL-2025-8 North Ridge SAP PIX Comprehensive Plan Text CPA
Request:	Applicant-initiated request for a Large Scale Comprehensive Plan text amendment to Policy 2.131-Q4. L. c. (g) to amend the retail and commercial limitation from 25 percent to 30 percent of the Professional Institutional-X (PIX) district with allowances for higher percentage with a Conditional Use.
Location:	North Ridge Selected Area Plan
Property Owner:	N/A
Parcel Size:	N/A
Development Area:	Transit Supportive Development Area (TSDA)
Future Land Use:	N/A
Nearest Municipality	Davenport
DRC Recommendation:	Approval
Planning Commission Vote:	Pending
Florida Commerce	Pending
Case Planner:	Robert Bolton, Planner III

The Comprehensive Plan policy change is to Section 2.131-Q Northridge Selected Area Plan:

- 1) Section 2.131 Q4. L c.: c. Development Criteria - Development within a PIX shall conform to the following criteria:
 - (g) Retail and commercial uses are limited to 25 30 percent of the PIX district. Future expansions shall require review by the County to meet the then needed infrastructure improvements. A higher percentage of the limited 30 percent of retail and commercial uses shall be permitted through a Level 3 Conditional Use. At no time may the commercial uses exceed the maximum floor area ratio of 0.70.

Summary of Analysis

This is an applicant-initiated amendment revising Comprehensive Plan policies in Section 2.131-Q Northridge Selected Area Plan related to the Professional Institutional-X (PIX) Future Land Use. This request is related to LDCT-2025-14 North Ridge SAP PIX LDC Text Amendment, requesting to amend LDC Chapter 4 Section 401.06.E North Ridge Selected Area Plan. The Comprehensive Plan limits retail and commercial uses to 25 percent of the PIX district. The Land Development Code limits retail and commercial uses to 20 percent of the PIX district. This request and the related request (LDCT-2025-14) are intended to create consistency between the Comprehensive Plan and the Land Development Code on the limitation of retail and commercial within the PIX district and allow more flexibility. An increase in the retail and commercial limit to 30 percent is requested which would create consistency with the Employment Center-X (ECX) district, which has very similar retail and commercial development standards and a 30 percent limitation within each district.

Background – The North Ridge Selected Area plan was adopted on March 6, 2002 by Ordinance 02-13. Northeast Polk County has three (3) Selected Area Plans (SAP), Ronald Reagan, and North Ridge. These SAP's were adopted to provide guidance and order to the growth that was happening and anticipated in the future. The North Ridge represents the southern SAP within northeast Polk County and represents a significant portion of the undeveloped land along the US Highway 27 corridor. All three of the SAP's have experienced significant residential development, and continuing to experience continued growth demand. The Professional Institutional-X (PIX) district is an Activity Center designated only within an SAP that is designated to allow health related and other professional facilities and support businesses, while allowing for residential as well as retail and commercial components as allowed by the SAP's Land Use Table within the Land Development Code.

Need for amendment – The need for the amendment is to create consistency between the Comprehensive Plan and the Land Development Code on the limitation of retail and commercial within the PIX district. An increase in the retail and commercial limit to 30 percent from 25 percent is requested which would create consistency with the Employment Center-X (ECX) district, which has very similar retail and commercial development standards and a 30 percent limitation within each district. The PIX districts within the North Ridge SAP are limited to the US Highway 27 corridor. As this area continues to develop the inconsistency within the PIX was identified, this Text Amendment is needed to correct the inconsistency. The request to increase the limit retail and commercial limit to 30 percent will allow for a consistency with the Employment Center-X (ECX) limitation for retail and commercial at 30 percent. The two Future Land Use districts have very similar Permitted and Conditional Use retail and commercial uses and fiction similar within the SAP, it is considered that a consistency between the two districts would help streamline retail and commercial development and retail and commercial reviews of developments within the SAP..

Relevant Sections, Policies, and/or Regulations to Consider:

Policy 2.102-A1: Development Location

Policy 2.102-A2: Compatibility

Section 2.131-Q Northridge Selected Area Plan

LDC Chapter 4 Section 401.06.E North Ridge Selected Area Plan

Findings of Fact

Request and Legal Status

- Applicant-initiated request for a Large Scale Comprehensive Plan text amendment to Policy 2.131-Q4. L. c. (g) to amend the retail and commercial limitation from 25 percent to 30 percent of the Professional Institutional-X (PIX) district with allowances for higher percentage with a Conditional Use.
- The Professional Institutional-X (PIX) districts within the North Ridge Selected Area Plan (SAP) total five (5) separate areas and range in size from 2.9± acres to 107.2± acres.
- The request to increase the retail and commercial development area size from 25 percent to 30 percent will provide for a net increase of retail and commercial land area for each district of 0.15± acres to 4.9± acres. For the majority of the districts the increase would be negligible.
- Section 2.131-Q of the Comprehensive Plan and Section 401.06 of the Land Development Code both mention and address the Professional Institutional-X (PIX) in the North Ridge SAP.
- Table 4.16 in the Land Development Code is a use table for the North Ridge SAP.
- The Employment Center-X (ECX) in the North Ridge SAP has a 30 percent retail cap with a larger percentage permitted through a Conditional Use.

Compatibility and Infrastructure

- The Professional Institutional-X (PIX) districts in the North Ridge SAP are all located within the Transit Supportive Development Area (TSDA) and would require connection to water and sewer.
- This request is related to LDCT-2025-1 which is a Land Development Code Text Amendment to Section 401.06.E to (1) increase allowable area for Gas Stations from 20% to 30%, with allowances for higher percentage with a Conditional Use Planned Development, (2) amend signalized intersection of a principal arterial road to with direct access to a principal arterial roadway via an internal road network and, (3) to modify the retail cap for Professional Institutional-X (PIX) and (4) add a limitation for Retail in the PIX of 30% without a Conditional Use.

Comprehensive Plan Policies and Land Development Code Regulations

- 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.
- SECTION 2.131-Q North Ridge Selected Area Plan:
 - L. Professional Institutional (PIX)
 - C. Development Criteria
 - (g) Retail and commercial uses are limited to 25 percent of the PIX district. Future expansions shall require review by the County to meet the then needed infrastructure improvements. At no time may the commercial uses exceed the maximum floor area ratio of 0.70.
- LDC SECTION 40.106 North Ridge Selected Area Plan:
 - E. Modified Uses
 - 3. Conditional Uses
 - i. Gas Station
 - (1) Gas Stations are considered to be retail/commercial uses and shall not exceed the 20% limit of such retail/commercial uses allowed throughout the ECX district.

Recommendation

Development Review Committee Recommendation: Based on the information provided and the analysis conducted within this staff report, the Development Review Committee finds that with the proposed conditions the request **IS CONSISTENT** with the Polk County Comprehensive Plan and Land Development Code. Therefore, the Development Review Committee (DRC) recommends **APPROVAL of LDCPAL-2025-8**.

Planning Commission Recommendation: On September 10, 2025, at an advertised public hearing, the Planning Commission recommend 0:0, to **APPROVE or DENY LDCPAL-2025-8**.

Department of Economic Opportunity: Subject to Transmittal

GENERAL NOTES

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

Analysis:

The applicant wishes to exceed the retail and commercial limitations within one of the Professional Institutional-X (PIX) districts within the North Ridge SAP. The inconsistency between the Comprehensive Plan and Land Development Code was raised as well as the typical development of the existing PIX and Employment Center-X (ECX) limitations for retail and office use. The Land Development Code limits retail and commercial development to 20% of the PIX district, while the Comprehensive Plan limits retail and commercial development to 30% of the PIX district. The ECX districts within the North Ridge SAP limits Retail and commercial development to 30% of the district with an allowance for a higher percentage with a Conditional Use. Within the North Ridge SAP the PIX and ECX districts are developing out in a similar nature with similar uses within Table 4.16 Table of Standard Used for the North Ridge SAP. The applicant requested a Text Amendments to both the Comprehensive Plan and the Land Development Code (LDCT-2025-8).

Policy issue - The proposal of the PIX in the North district permits retail and commercial uses. However, Policy 2.131-Q4. L. c. (g) has a limitation of 25 percent of the land within each PIX district. Within the Land Development Code, Chapter 4 Section 401.06.E.3.i.1. specifies a limitation of 20 percent of retail and commercial. The companion text amendment (LDCT-2025-14) also is reference to this issue.

An analysis of the five (5) PIX districts within the North Ridge SAP indicates a total acreage of 162.9± acres, individual districts range from 2.9± acres to 107.2± acres. An analysis of each of the districts indicates that the net increase for each district would range from 0.15± acres to 4.9± acres each. Two (2) of the districts would have less that a ¼ acre increase each, one indicating an increase of less than one (1) acre, with the next largest at just under 1.5 acres and the larges at approximately 4.9 acres. For the majority of the districts the increase would be negligible, for the district that indicates an approximate 4.9 acre increase, a good portion of the district is located in an area that is typically not well suited for retail of commercial development. Typically, retail and commercial development is located with good atrial or collector road frontage or good access. Within the North Ridge SAP are a full complement of public services. Retail and commercial uses do not impact the school system.

The request would make the retail and commercial limits the same within the PIX and ECX. An analysis of the two (2) districts indicates very similar allowable uses, either Permitted or by Conditional Use. Exhibit 4 is a Table of the PIX and ECX uses, non-allowed uses excluded. Of the 61 uses shown two (2) of the retail uses are not allowed withing the PIX nor the ECX districts, one (1) additional use (Retail more than 65,000 sf) is not allowed within the PIX the remaining retail or commercial uses are either Permitted or a Conditional Use 1 or 2 for both the PIX and ECX. One exception is a Gas Station which is a C2 in the PIX and a C3 with in the ECX. The high level of similarity in allowable uses within the retail and commercial uses provides strong justification for the amendment providing for the consistency of a 30% limitation for retail and commercial development within both the PIX and ECX districts.

It is noted that neither this Text Amendment, nor the related LDCT-2025-14 Land Development Code Text Amendment alters any other development standard within the code..

Infrastructure Impacts - This does remove some barriers to development that can lead to more growth. However, the PIX has vested development rights and the increase for a portion of the possible uses within the district is considered minimal. These changes will encourage development in an area already planned for such. Any infrastructure impacts will be implemented and required per the concurrency standards listed in Chapter 7 of the LDC.

Comparisons to other Jurisdictions:

Special policies and development code regulations are common in other jurisdictions throughout Florida; however the North Ridge SAP is unique to Polk County. The current requested is a change to the Comprehensive Plan and related request (LDCT-2025-14) of the Land Development Code. Section 2.131-Q of the Comprehensive Plan was created for the North Ridge Selected Area Plan with Section 401.06.E. of the Land Development Code created for the North Ridge Selected Area Plan. It seems appropriate to make these changes to the policy related within the Section 2.131-Q to be consistent with Section 401.06.E. of the Land Development Code.

Limits of the Proposed Ordinances

The scope of the amendment will impact new development within Profesional Institutional-X (PIX) Future Land Use Districts within the North Ridge Selected Area Plan (SAP). The policy and related Land Development Code changes (LDCT-2025-14) are meant to allow for a concistency of development standards with the Employment Center-X (ECX) within the North Ridge SAP.

Consistency with the Comprehensive Plan

Consistency with the Comprehensive Plan and Land Development Code

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

Table 8 Consistency with the Comprehensive Plan

Policy	Consistency
Policy 2.102-A1: Development Location – Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing communities.	The proposed text amendments are a small change to allow for an increase within one of several FLU districts within the North Ridge SAP. It may result in some increased development; however, the PIX districts are located where growth is planned to be. The request is consistent with this policy and with the existing development allowances elsewhere in Polk County.
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,	The proposed policy text changes along with the other requirements in the Land Development Code such as Section 220 ensure compatibility with the new uses.

Policy	Consistency
<p>so that one or more of the following provisions are accomplished:</p> <ul style="list-style-type: none"> 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>SECTION 2.131-Q North Ridge Selected Area Plan, L. Professional Institutional (PIX), C. Development Criteria, (g) Retail and commercial uses are limited to 25 percent of the PIX district. Future expansions shall require review by the County to meet the then needed infrastructure improvements. At no time may the commercial uses exceed the maximum floor area ratio of 0.70.</p>	<p>The proposed policy change will allow the PIX to be consistent with the Land Development Code. The increase in the limitation for retail and commercial within a district to increase from 25 percent to 30 percent is a nominal increase and should not have a material impact on the County's infrastructure.</p>

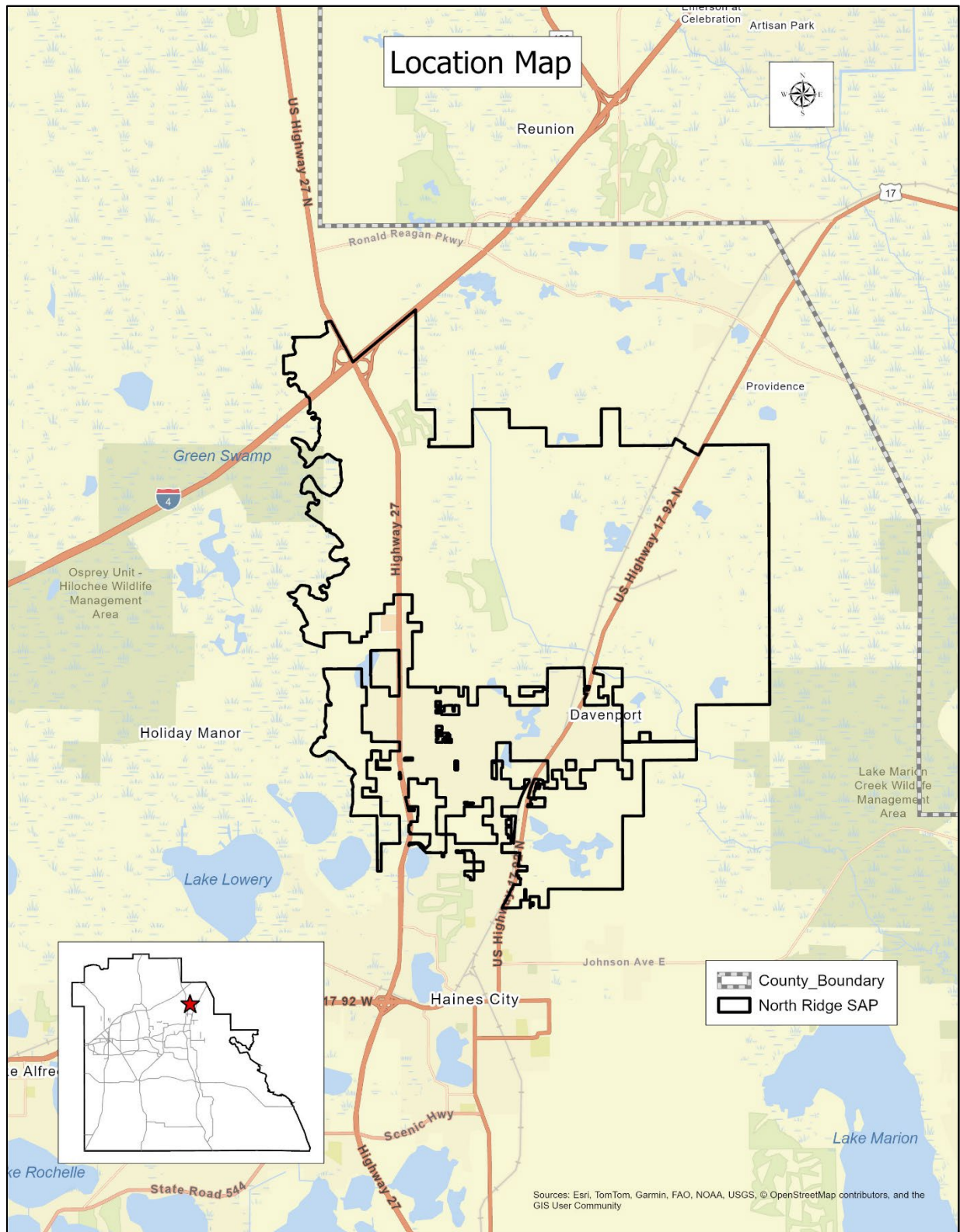
Comments from Other Agencies: None

Exhibits:

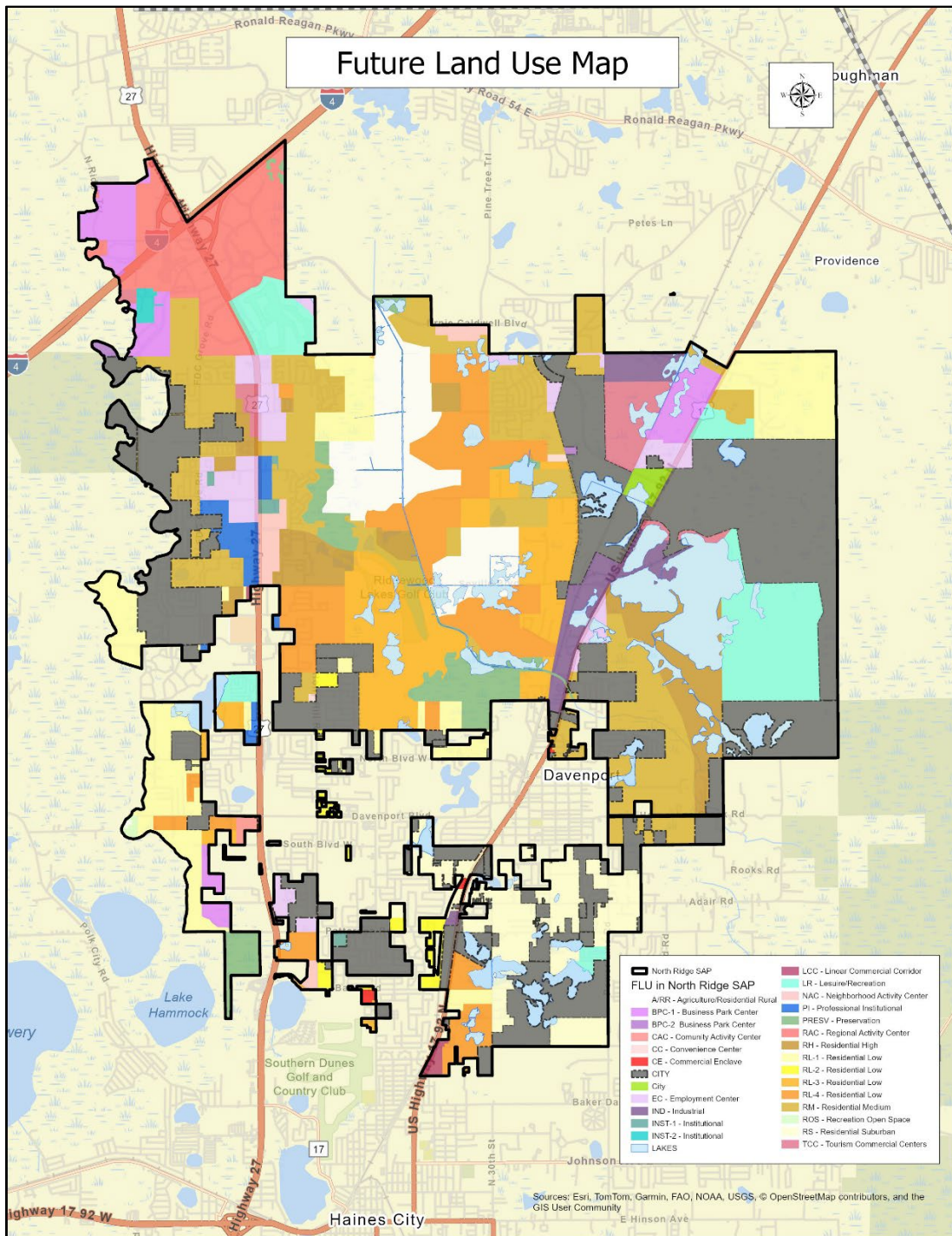
Exhibit 1	Location Map
Exhibit 2	Current Future Land Use Map Within the North Ridge SAP
Exhibit 3	PIX Locations within the North Ridge SAP
Exhibit 4	PIX and ECX Allowable Uses within the North Ridge SAP

Under separate attachment

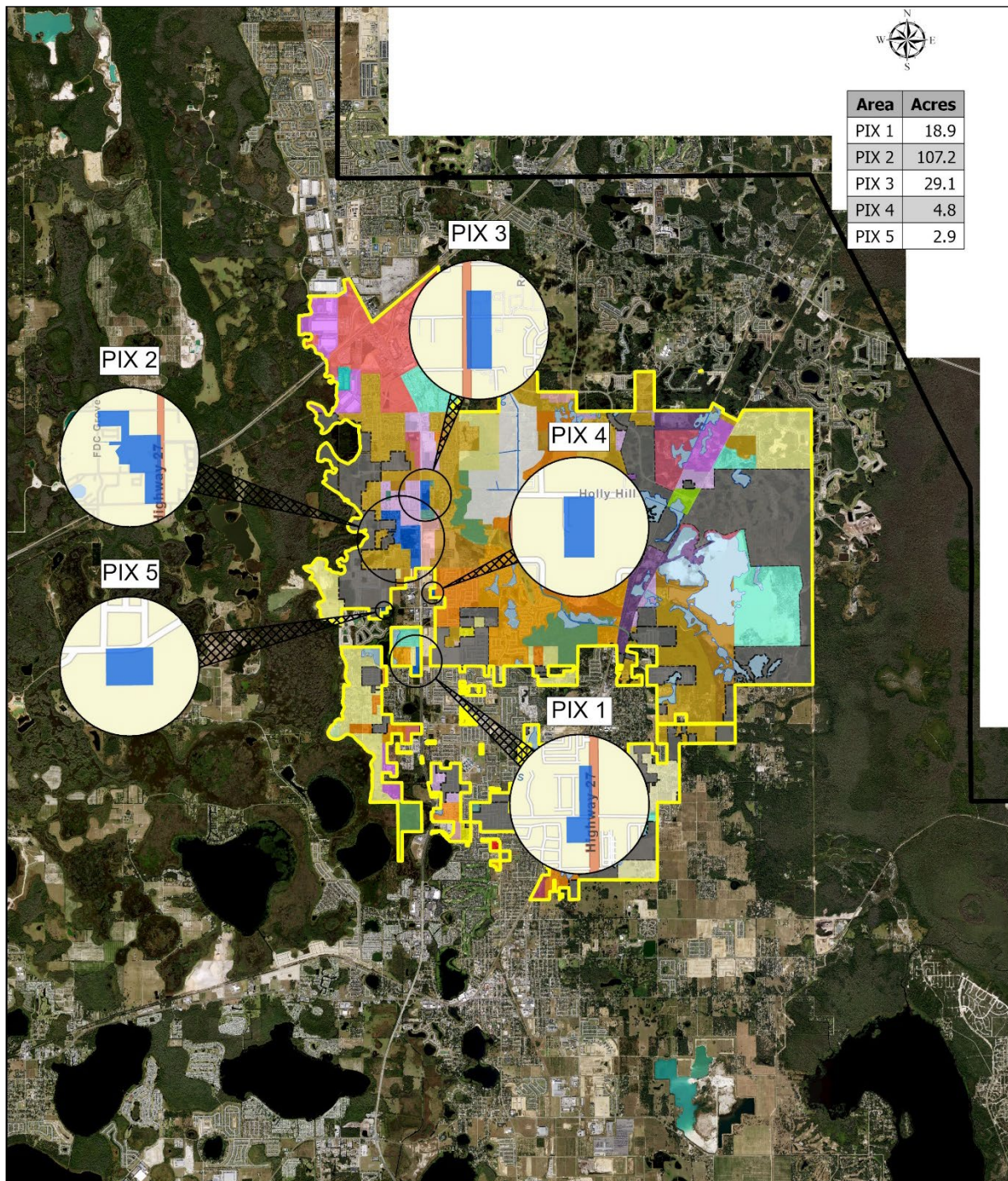
- Draft Ordinances with proposed text
- Application information



LOCATION MAP



CURRENT FUTURE LAND USE MAP NORTH RIDGE SAP



PIX LOCATIONS WITHIN NORTH RIDGE SAP

Table 4.16 Use Table for Standard Land Use Districts North Ridge SAP		
	PI X	EC X
Key to Table: P = Permitted Use; C = Conditional Use		
Residential Uses		
Group Living Facility (15 or more residents)	C2	
Mobile Home Park	C3	
Multifamily	C2	C2
Mixed Uses		
Planned Development	C3	C3
All Other Uses		
Adult Day Care Center (7 or more clients)	C2	
Agricultural Support, On-Site		P
Airport		C4
Alcohol Packaged Sales	C1	C1
Assembly, Light		P
Car Wash, Full Service	C3	C2
Car Wash, Incidental	C2	C2
Childcare Center	C2	C2
Clinics & Medical Offices	P	C2
Communication Tower, Monopole	C2	C3
Community Center		P
Cultural Facility	P	P
Financial Institution	C2	P
Financial Institution, Drive Through	C2	P
Funeral Home & Related Facilities	C2	
Gas Station	C2	C3
Golf Course	C1	C1
Government Facility	C3	C3
Heliports	C2	C3
Helistops	C2	C2
Hospitals	P	C3
Hotels and Motels	P	C2
Lodges and Retreats	P	P
Medical Marijuana Dispensaries	C2	C2
Mining, Non-phosphate	C4	C4

Table 4.16 Use Table for Standard Land Use Districts North Ridge SAP		
	PI X	EC X
Nursing Home	C2	
Office	C2	C2
Office Park	C2	P
Personal Service	C2	P
Printing & Publishing		P
Recreation, High Intensity	C1	C1
Recreation, Low-Intensity	C1	C1
Recreation Passive	C1	C1
Recreational Camping	C2	
Religious Institution	C3	C3
Research & Development	P	P
Restaurant, Drive-thru/Drive-in	C2	C2
Restaurant, Sit-down/Take-out	C2	P
Retail, Less than 5000 sq. ft.	C2	P
Retail, 5,000 - 34,999 sq. ft.	C2	C2
Retail, 35000 - 64,999 sq. ft.	C2	C2
Retail, More than 65,000 sq. ft.		C3
Retail, Home Sales Office		
Retail, Outdoor Sales/Display		
School, High	C3	C3
School, Leisure/Special Interest	C2	C2
School, Technical/Vocational Trade & Training	C2	C2
School, University/College	C3	C2
Self-storage Facility	C3	C2
Studio, Production		P
Transit, Facility	C2	C2
Utilities, Class I	P	P
Utilities, Class II	P	C1
Utilities, Class III	C3	C3
Vehicle Service, Mechanical		C2
Vehicle Sales, Leasing		C2
Veterinary Service	C2	

PIX AND ECX ALLOWABLE USES WITHIN THE NORTH RIDGE SAP

(Retail and Commercial uses highlighted in yellow)