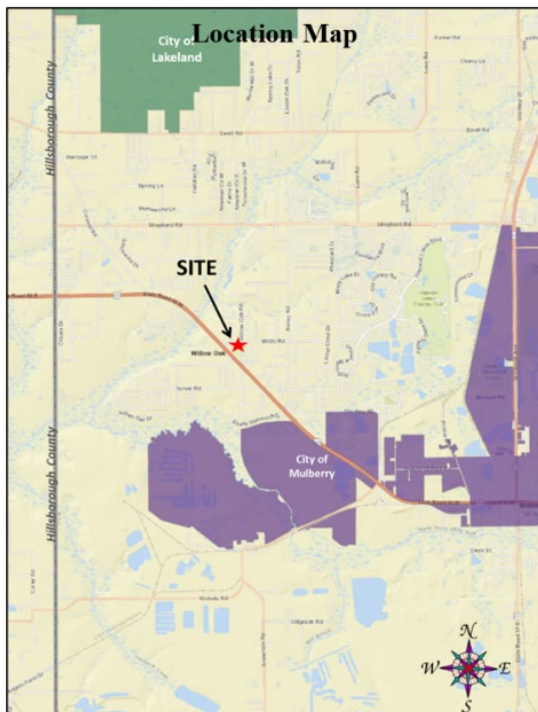


POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

DRC Date:	July 17, 2025
Planning Commission Date:	September 10, 2025
BoCC Dates:	October 7, 2025
Applicant:	Polk County, Facilities Management
Level of Review:	Small-scale Comprehensive Plan Amendment
Case Number and Name:	LDCPAS-2025-20 Willow Oak Fire Station
Request:	Future Land Use Map change from Residential Suburban (RS) to Institutional (INST) on ±2.15 acres for a future County Fire Rescue Station.
Location:	4145 Willis Road, east of Willow Oak Road. West of Vicki Drive, south of Alimony Lane, and east of State Road 60, south of the city of Lakeland, north of the town of Mulberry in Section 33, Township 29, Range 23.
Property Owner:	Polk County
Parcel Number (Size):	232933-000000-033020 (±2.15 acres)
Development Area:	Suburban Development Area (SDA)
Future Land Use:	Residential Suburban (RS)
Case Planner:	Erik Peterson, AICP



Summary:

On June 19, 2025, the representatives from Polk County Facilities Division presented a proposed new fire rescue station at 41545 Willis Road to replace the current station at 4210 Willis Road. The 4210 facility and property are too small to meet the needs of the County's target level of service standard. Staff have found a better location nearby on 232933-000000-033020. Fire Rescue Stations are classified as Government Facilities in the LDC. The options for permitting this new facility were to either gain Planning Commission approval under a Level 3 Review which requires a binding site plan or change the Future Land Use Map to Institutional (INST) where Government Facilities are permitted by right. Staff chooses to seek a change to the INST district because of the following reasons:

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

Compatibility Summary

Comprehensive Plan Policy 2.116-A3 states that "Institutional development may occur within the lands designated Institutional on the Future Land Use Map Series, and in any other land use designation throughout the County." Therefore, designating government property INST should be considered compatible with any other land use district, according to the Comprehensive Plan policies. By designating the property INST, there is a greater chance that future residents will be aware of the government facilities located there.

Proximity to residents is the same as the current site, but this site has more space to provide more separation from abutting properties. The current site has two road frontages into the site. The proposed has three road frontages. The current site is too small to accommodate the vehicles, equipment, and personnel needed to serve the area. The current site does not meet the Compatibility requirements of Section 220 of the Land Development Code (LDC).

Infrastructure Summary

This requested map amendment is needed to establish a new fire rescue and ambulance station to serve areas that are expected to see an increase in growth over the upcoming years. This site is strategically located to provide optimal fire rescue and ambulance coverage to the south Lakeland and surrounding Mulberry areas. It will replace the current Willow Oak station that is antiquated and unable to house the necessary staff, vehicles, and equipment needed to meet the demands of today's rescue needs.

The site has ample water service and good access to major roadways. Wastewater connection is not available, but the site is large enough and the soils are well drained enough to be supported by an onsite septic system. It is close to general mercantile stores, and there is a mass transit stop within a mile. Schools are close enough to be served, but far enough away to not pose conflicts. It is close to recreation areas enough to serve as a backup to other stations.

Environmental Summary

The site has no apparent environmental limitations. Soils are good for development. There are no floodplains or wetlands on or nearby the site. The site is in an open drainage basin that feeds into Poley Creek. The area is well developed with residences, so it is not likely that endangered species exist, especially on such a small site. The distances from airports and well sites are suitable. There is a home onsite that is over 100 years old. It does not appear to be historically significant.

Comprehensive Plan

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

- Policy 2.102(A1-A15): Growth Management Policies
- Section 2.106 – Suburban Development Area (SDA) policies
- Policy 2.116-A3 INST Location Criteria

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

Findings of Fact

Request and Legal Status

- *On July 17, 2025, the proposed Comprehensive Plan Future Land Use Map change request was presented to the Development Review Committee (DRC) in a pre-application meeting under case# LDDRC-2025-176.*
- *This is a county-initiated request for a Small-Scale Future Land Use designation change from Residential Suburban (RS) to Institutional (INST) on ±2.15 acres for a future County Fire Rescue Station.*
- *The Land Development Code Sub-District Map designation will default to INST-1 if this request is approved. There have been no applications submitted for a change to INST-2.*
- *If this request is approved, Government Buildings are permitted through the Level 2 Review (administrative approval) in the INST district.*
- *POLICY 2.125-E1 of the Comprehensive Plan identifies Police, Fire and EMS stations as Type “A” Community Facilities.*

Compatibility

- *Comprehensive Plan Policy 2.116-A3 states that “Institutional development may occur within the lands designated Institutional on the Future Land Use Map Series, and in any other land use designation throughout the County.”*
- *The property abuts roadways with 50 feet of right-of-way on three sides.*
- *The surrounding Future Land Uses are Residential Suburban (RS) on all sides, but Institutional (INST-1) and Linear Commercial Corridor (LCC) nearby.*

- *Land Development Code (LDC) Section 220 Compatibility Standards will apply to the development of the property because there are abutting Residential districts and uses.*

Infrastructure

- *The property is zoned for Willow Oak Elementary, Mulberry Middle, and Mulberry High School.*
- *The current fire closest response to this project is from Polk County Fire Rescue Station #2 located at 2523 Ewell Road in Medulla other than the current substandard station 400 feet to the west.*
- *The current closest ambulance response is from Polk County Fire Rescue Station 2 located at 2523 Ewell Road approximately four miles away. The proposed station for this site will provide ambulance services.*
- *There is a fire hydrant within 60 feet on Willow Oak Road at Alimony Lane and within 70 feet on Willis Road opposite Willow Oak Road.*
- *The site is served by the Polk County Sheriff's Office Southeast District Command 4120 US Highway 98, approximately 13.5 miles driving distance from the site.*
- *Polk County provides potable water to this site through the Southwest Regional Utility Service Area (SWRUSA).*
- *The subject property has ±305 feet of frontage on Willis Road which is a two-lane urban collector road twenty feet in width.*
- *According to the Transportation Planning Organization, there is adequate capacity on State Road 60 and Bailey Road as well as other roads such as South Florida Avenue (SR 37), and Shepherd Road within the area transportation network to support the development currently.*
- *There are sidewalks of State Road 60 but not on any of the County roads in Willow Oak.*
- *There is a mass transit stop within a mile of the site with sidewalks for a majority of the distance.*
- *The nearest park is just less than 5¼ miles driving distance to the northeast.*

Environmental

- *The closest surface water is Poley Creek over 2,500 feet to the north of the site.*
- *There are no wetlands or 100-year-flood hazard areas on or within 1,000 feet of the site.*

- *The site is comprised of soil that is considered to have “moderate limitations” for septic tank absorption fields and dwellings without basements, according to the U.S. Department of Agriculture, Soil Conservation Service, Polk County Survey.*
- *According to Polk County Endangered Habitat Maps, the property is not located within a one-mile radius of a past endangered species sighting. (Source: Florida Natural Areas Inventory, 2002, 2006, and 2011).*
- *The site is not shown as a potential network connection or existing natural area on the Polk Green District Map.*
- *There is a conservation easement under ½ mile to the northwest there are conservation easements over portions of the North Prong of the Alafia River and its origin Poley Creek.*

Comprehensive Plan Policies

- *POLICY 2.102-A1 Development Location states that “Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing communities.”*
- *POLICY 2.102-A2 Compatibility states that “land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other Policies in this Future Land Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.”*
- *POLICY 2.102-A3 Distribution states that “development shall be distributed throughout the County consistently with this Future Land Use Element so that the public utility, other community services, and public transit and transportation systems can be efficiently utilized; and compact, high-density and intensity development is located where urban services can be made available.”*
- *POLICY 2.102-A4 Timing states that “development of land shall be timed and staged in conjunction with the cost-effective and efficient provision of supporting community services which, at a minimum, shall require compliance with the Plan's Level of Service requirements and the County's concurrency management system.”*
- *POLICY 2.102-A10 Location Criteria states “the following factors shall be taken into consideration when determining the appropriateness of establishing or expanding any land use or development area:*
 - a. nearness to incompatible land uses and future land uses, unless adequate buffering is provided;*
 - b. nearness to agriculture-production areas;*
 - c. distance from populated areas;*

- d. *economic issues, such as minimum population support and market-area radius (where applicable);*
 - e. *adequacy of support facilities or adequacy of proposed facilities to be provided by the time of development, including, but are not limited to:*
 - 1. *transportation facilities, including but not limited to, mass transit, sidewalks, trails and bikeways;*
 - 2. *sanitary sewer and potable water service;*
 - 3. *storm-water management;*
 - 4. *solid waste collection and disposal;*
 - 5. *fire protection with adequate response times, properly trained personnel, and proper fire-fighting equipment;*
 - 6. *emergency medical service (EMS) provisions; and*
 - 7. *other public safety features such as law enforcement;*
 - 8. *schools and other educational facilities*
 - 9. *parks, open spaces, civic areas and other community facilities*
 - f. *environmental factors, including, but not limited to:*
 - 1. *environmental sensitivity of the property and adjacent property;*
 - 2. *surface water features, including drainage patterns, basin characteristics, and flood hazards;*
 - 3. *wetlands and primary aquifer recharge areas;*
 - 4. *soil characteristics;*
 - 5. *location of potable water supplies, private wells, public well fields; and*
 - 6. *climatic conditions, including prevailing winds, when applicable.”*
- *The Comprehensive Plan defines Compatibility in Division 4.400 as “A condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition.”*
 - *Policy 2.106-A5 of the Comprehensive Plan states “Development within the Suburban Development Areas shall conform to... be supported by public safety (i.e., fire, EMS and law enforcement).*
 - *Policy 2.116-A3 of the Comprehensive Plan states that “The following factors shall be taken into consideration when determining the appropriateness of establishing new Institutional areas on the Future Land Use Map Series, or in approving the location for an institutional use not located within lands classified as Institutional:*
 - a. *Accessibility to roadways, with consideration being given to regional transportation issues for large-scale institutional developments having a regional market.*
 - b. *Proximity to incompatible land uses, which is dependent upon the intensity of the institutional use (buffering may be provided to mitigate adverse impacts).*
 - c. *The locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10.*
 - d. *Proximity to similar and compatible uses providing opportunities for shared facilities.*
 - e. *Plans of the School Board and other public service agencies with jurisdiction in the County.”*
 - *Policy 2.116-A4 of the Polk County Comprehensive Plan requires development within INST districts to “conform to the following criteria:*

- a. *Institutional uses include, but are not limited to: private and public-service structures. These commonly include:*
 - 1. *public and private educational facilities;*
 - 2. *government-administration buildings;*
 - 3. ***public-safety structures*** (e.g. *police and fire*);
 - 4. *cultural facilities (e.g. libraries, museums, and performing-arts theaters);*
 - 5. *health-care facilities e.g. hospitals, medical centers, clinics, nursing homes, adult day care centers, group homes, group living facilities, emergency shelters, residential treatment facilities.*
 - b. *Large institutional areas should be designed so that the more intensive uses are at the center of the development, with less intensive uses near the fringes.*
 - c. *Prior to site planning, the School Board, independent special districts, and other governmental entities shall communicate to one another to pursue potential colocation of government services.*
 - d. *Commercial uses within institutional areas mapped on the Future Land Use Map Series shall be primarily for the purpose of serving the institutions within the area and shall be limited to a scale appropriate for that purpose.*
 - e. *Institutional sites shall be designed to provide for:*
 - 1. *Adequate parking to meet the present and future demands of the use.*
 - 2. *Buffering where the effects of lighting, noise, odors, and other such factors would adversely affect adjacent land uses. Parking lots, loading areas, dumpsters, utilities and air conditioning units, signage, etc. are examples of facilities which may require special buffering provisions.*
 - f. *Multi-family residential uses may be permitted at densities up to and including 15 dwelling units per acre as part of a Planned Development. Residential uses may be permitted according to the following:*
 - 1. *Residential uses shall only be established adjacent to or in conjunction with a university, college, vocational school or other similar educational institution.*
 - 2. *Residential development shall be intended to primarily meet the housing needs for students and facility members of the nearby educational institution*
 - g. *Recreational uses accessory to the institutional use or compatible with the location of the institutional district.”*
- *POLICY 2.125-E2 of the Comprehensive Plan states that “Type A facilities shall be permitted pursuant to the following:*
 - a. *Type A community facilities shall generally be limited to the non-Rural-Development Areas, as designated on the Future Land Use Map. The scale of such facilities should be related to surrounding land uses and designed to preserve the character of residential neighborhoods, when so located.*
 - b. *The provisions of Policy 2.125-E2(a) notwithstanding, it may be in the best interest of public health, safety, and welfare to provide Type A community facilities in locations which are potentially incompatible with adjacent land uses. In such cases, these facilities will be buffered from adjacent incompatible land uses through the provision of open space, landscaping berms, site design or other suitable means.*
 - c. *The development of **type A community facilities** shall be permitted in the Rural areas, as designated on the Future Land Use Map, **only when such developments provides regional services**, or is incompatible with urban uses or services the existing needs of the immediate area in which it is located.*

d. *Polk County adopted the Land Development Code in accordance with Section 163.3202(1), FS, to further define appropriate development controls to govern the locational and site criteria for Type A Community Facilities.”*

- *The Polk County Land Development Code Section 220 prohibits non-residential buildings, garbage dumpsters, loading facilities, and wastewater lift stations within 50 feet of an offsite residential district. Parking and lighting are strictly regulated. Parking can be no closer than 15 feet from a residential property and require additional landscaping within 50 feet of adjacent residential districts and uses.*
- *A fire rescue station is included in the definition of Government Facilities in Chapter 10 of the Land Development Code (LDC).*
- *LDC Section 303 has no standard conditions for Government Facilities.*

Development Review Committee Recommendation: Based on the information provided by the applicant, recent site visits, and the analysis conducted within this staff report, the Development Review Committee finds that with the proposed conditions, the proposed request **IS COMPATIBLE** with the surrounding land uses and general character of the area, **IS CONSISTENT** with the Polk County Comprehensive Plan and Land Development Code, and therefore, the Development Review Committee (DRC) recommends **APPROVAL of LDCPAS 2025-20**.

Planning Commission Recommendation:

At an advertised public hearing on September 10, 2025, the Planning Commission voted 7:0 to recommend APPROVAL of LDCPAS-2025-20 to the Board of County Commissioners after hearing public testimony.

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

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

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

Analysis

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

Surrounding Uses

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

Table 1

Northwest: Residential Suburban (RS) Single-family detached homes	North: Residential Suburban (RS) Single-family detached homes	Northeast: Residential Suburban (RS) Single-family detached homes
West: Residential Suburban (RS) Single-family detached homes Current fire station Linear Commercial Corridor (LCC) Single-family detached homes Dollar General (retail store) Sunoco (gas station & retail)	Subject Property: Residential Suburban (RS) Vacant Single-family detached dwelling	East: Residential Suburban (RS) Single-family detached homes
Southwest: Residential Suburban (RS), Institutional (INST-1) Single-family detached homes Willow Oak Baptist Church	South: Residential Suburban (RS) Willow Oak Cemetery	Southeast: Residential Suburban (RS) Single-family detached homes

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

The site is 400 feet to the east of the current fire station on the same urban collector roadway (Willis Road). The proposed site is surrounded by single-family dwellings similar to the existing facility. However, this site is large enough to provide greater separation from adjacent units. There is convenience retail to within walking distance of the site. Dollar General and the Sunoco Gas & Food Mart are less than ¼ mile to the west of the site.

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

This Comprehensive Plan amendment (CPA) will designate the property to serve government facilities in the future. The site is intended for a fire rescue station that will be relatively benign for approximately 95% of any given day. However, when emergencies occur there are approximately two minutes of loud noise and lights. This can be occasionally disruptive to neighboring properties, but they are necessary to all the inhabitants in the area. Typically, the sirens are not used late at night when leaving the station unless there is oncoming traffic. This area is used to having public safety facilities nearby because the existing station is less than 400 feet to the west.

This site is strategically located to enhance fire rescue coverage for the greater Lakeland and Mulberry areas. It can also serve parts of Hillsborough County if needed. This site has all the necessary urban services needed to support the station and environmental limitations on the site are minimal.

A. Land Uses:

Comprehensive Plan Policy 2.116-A3 states that “Institutional development may occur within the lands designated Institutional on the Future Land Use Map Series, and in any other land use designation throughout the County.” Therefore, designating government property INST should be considered compatible with any other land use district, according to the Comprehensive Plan policies. By designating the property INST, there is a greater chance that future residents will be aware of the government facilities located there.

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

Proximity to residents is the same as the current site, but this site has more space to provide more separation from abutting properties. The current site has two road frontages into the site. The proposed has three road frontages. The current site is too small to accommodate the vehicles, equipment, and personnel needed to serve the area. The current site does not meet the Compatibility requirements of Section 220 of the Land Development Code (LDC).

B. Infrastructure:

This requested map amendment is needed to establish a new fire rescue and ambulance station to serve areas that are expected to see an increase in growth over the upcoming years. This site is strategically located to provide optimal fire rescue and ambulance coverage to the south Lakeland and surrounding Mulberry areas. It will replace the current Willow Oak station that is antiquated and unable to house the necessary staff, vehicles, and equipment needed to meet the demands of today’s rescue needs.

The site has ample water service and good access to major roadways. Wastewater connection is not available, but the site is large enough and the soils are well drained enough to be supported by an onsite septic system. It is close to general mercantile stores, and there is a mass transit stop within a mile. Schools are close enough to be served, but far enough away to not pose conflicts. It is close to recreation areas enough to serve as a backup to other stations.

C. Environmental:

The site has no apparent environmental limitations. Soils are good for development. There are no floodplains or wetlands on or nearby the site. The site is in an open drainage basin that feeds into Poley Creek. The area is well developed with residences, so it is not likely that endangered species exist, especially on such a small site. The distances from airports and well sites are suitable. There is a home onsite that is over 100 years old. It does not appear to be historically significant.

Nearest Schools

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

Table 2

Name of School	Annual Estimated Demand	Distance from subject site	School Capacity
Willow Oak Elementary	0 students	±1 mile	84%
Mulberry Middle	0 students	±4½ miles driving distance	108%
Mulberry Senior High School	0 students	±5 miles driving distance	93%

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

Proximity to schools and conflicts with school entrances are the primary concerns with non-residential uses due to the congestion caused by pick-up and drop-off of students. There are no school conflicts at this location. The station will be the first responder to Willow Oak Elementary School.

Nearest Sheriff, Fire, and EMS Station

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

Table 3

	Name of Station	Distance	Response Time*
Sheriff	Southwest District Command (4120 US 98N, Lakeland)	±13½ miles	7 minutes
Fire	Station #2 Medulla I (2523 Ewell Road near Lakeland) Station#15 Kid Ellis (300 Kid Ellis Road, Mulberry)	±4 miles ±5.3 miles	6 minutes
EMS	Station #2 (2523 Ewell Road near Lakeland) Station#15 (300 Kid Ellis Road near Mulberry)	±4 miles ±5.3 miles	6 minutes

Source: Polk County Sheriff's Office and Public Safety

*Response times are based on when the station receives the call and not from when the call is made to 911.

The responding Sheriff's substation will be out of the Southwest District located at 4120 US Highway 98 near Polk State College and is over 13 miles from the site. Sheriff response times are not as much a function of the distance to the nearest sheriff's substation, but more a function of the overall number of patrol officers within the district. The Southwest District has the second highest staffing level of the five District Stations in the County.

Water and Wastewater

There is ample capacity of potable water in Polk County's Southwest Regional Utility Service Area. There are potable waterlines abutting the property on three sides. Two of them are 8-inches in diameter.

A. Estimated Demand:

If you look at the absolute worst-case scenario of what can be constructed in the INST district you will see an outrageous discrepancy between the current and proposed district demands for services. Table 4a, to follow, provides generalized estimates of the anticipated water and

wastewater demands in the maximum scenario. However, it is not likely that the maximum will occur on this site.

Table 4a

Subject Property	Estimated Impact Analysis		
±2.15 acres <i>Residential Suburban</i>	Demand as Currently Permitted RS	Proposed Change to 2.15 acres INST maximum effect	<i>Percentage increase</i>
Permitted Use	1 unit	Office building (70,241 sq.ft @ 75% FAR)	
Potable Water Consumption (GPD)	360	16,858	4,683%
Wastewater Generation (GPD)	270	13,486	4,995%

Source: Polk County Concurrency Manual & Polk County Utilities estimates

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

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

Table 4b

Subject Property	Estimated Impact Analysis		
±2.15 acres <i>Residential Suburban</i>	Demand as Currently Permitted RS	Maximum Permitted on the property RS (SPD)	Future Plan Government Facility
Permitted Intensity	1 unit	6 dwelling units	7,500 sq.ft. Fire Rescue Station
Potable Water Consumption (GPD)*	360	2,160	790 GPD
Wastewater Generation (GPD)*	1,620	15,120	632 GPD

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

B. Available Capacity:

There is an 8-inch potable water line along the property frontage on Willis Road and on Willow Oak Road. There is a 2-inch line on the opposite side of the right-of-way on Alimony Lane. Depending on the design and placement of the fire rescue station, connection will most likely come from one of the two 8-inch lines.

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

This area is not served by public wastewater treatment. Extension of lines into the Suburban Development Area (SDA) is prohibited without Board approval and staff analysis. There is no reclaimed water service in this area either.

C. Planned Improvements:

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

Roadways/Transportation Network

There are more than adequate transportation facilities to accommodate an INST district with a fire rescue station at this location. The traffic generated from such a facility is rather low relative to other potential uses for the property. The surrounding roadway network has ample capacity remaining. There is a complete sidewalk network on State Road 60, but none on Willis or Willow Oak Roads. Transit services are within one mile of the site.

A. Estimated Demand

It is often difficult to estimate the impact of a Future Land Use Map change to an Institutional district because there are so many possible uses. Looking at the maximum buildout of the highest intensity use possible provides the analysis in Table 5 to follow:

Table 5

Subject Property	Estimated Impact Analysis		
	Demand as Currently Permitted <i>RS</i>	Proposed Change to 2.15 acres INST maximum effect	Percentage increase
±2.15 acres <i>Residential Suburban</i>			
Permitted Use	1 unit	Office building (70,241 sq.ft @ 75% FAR)	
Average Annual Daily Trips (AADT)	8	1,413	17,655%
PM Peak Hour Trips	1	120	12,000%

Source: Polk County Concurrency Manual rate of Government Office Complex = 89% new trips 22.59 AADT/1,000 sq.ft., 1.71 PM Peak Hour, Single-family Unit 7.81 AADT, 1 PM Peak hour

In reality, the proposed 7,500 square foot Fire Station will not likely have as much impact on transportation facilities as it does a similar size of government office. Current estimated multipliers are 22.59 AADT per 1,000 square feet and 1.71 PM peak hour trips per 1,000 square feet with an estimate of 89% new trips. However, when there is an emergency there will be at least six vehicle trips and traffic will stop for a brief period of time at all intersections traversed. The table to follow provides a more accurate comparison of the current entitlements to the intended use of the property.

Table 5a

Subject Property	Estimated Impact Analysis		
	Demand as Currently Permitted <i>RS</i>	Maximum Permitted on the property <i>RS (SPD)</i>	Future Plan Government Facility
±2.15 acres <i>Residential Suburban</i>			
Permitted Intensity	1 unit	6 dwelling units	7,500 sq.ft. Fire Rescue Station
Average Annual Daily Trips (AADT)	8	47	168
PM Peak Hour Trips	1	6	12

Source: Polk County Concurrency Manual rate of Government Office Complex = 89% new trips 22.59 AADT/1,000 sq.ft., 1.71 PM Peak Hour

B. Available Capacity

There is available traffic capacity in the network to support a public safety facility at this location and much more. Traffic capacity is important to fire rescue operations. As capacity declines, it increases the time of travel to destinations. This raises the response times and limits the area that the station can effectively service. Table 6 provides a gauge of the area traffic at its peak hour, peak season level. In this location the major roads have ample capacity.

Table 6

Link #	Road Name	Current Level of Service (LOS)	Available PM Peak Hour Capacity	Minimum LOS Standard
5900E	State Road 60 From: Hillsborough County line To: Nichols Road (CR 676)	C	1,030	D
5900W	State Road 60 From: Nichols Road (CR 676) To: Hillsborough County line	C	990	D
8073N	Bailey Road From: State Road 60 To: Shepherd Road	C	561	D
8073S	Bailey Road From: Shepherd Road To: State Road 60	C	551	D
4144E	Shepherd Road From: Bailey Road To: State Road 37	C	940	D
4144W	Shepherd Road From: State Road 37 To: Bailey Road	C	905	D
5804N	State Road 37 From: State Road 60 To: Shepherd Road	B	1,120	D
5804S	State Road 37 From: Shepherd Road To State Road 60	B	1,084	D

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

** Indicates capacity after programmed improvements*

Willis and Willow Oak Roads do not produce a high enough traffic volume to warrant monitoring currently. This is a benefit to public safety because it allows for easier exit during emergency calls. According to FDOT, there has been an 8.3% increase in traffic volume on South Florida Avenue since 2022 while there has been a 2% decrease on State Road 60.

C. Roadway Conditions

Willis Road is an urban collector road but is substandard in pavement and right-of-way width. The pavement is only 20 feet wide where 24 feet is needed and the right-of-way is 50 feet wide when 80 feet is needed. Willow Oak Road and Alimony Lane are local roads that are substandard in right-of-way width but not pavement width. Each has only 50 feet of right-of-way where 60 is needed. Both roads meet the 20-foot standard width. All three roads were resurfaced in 2020.

D. Planned Improvements:

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

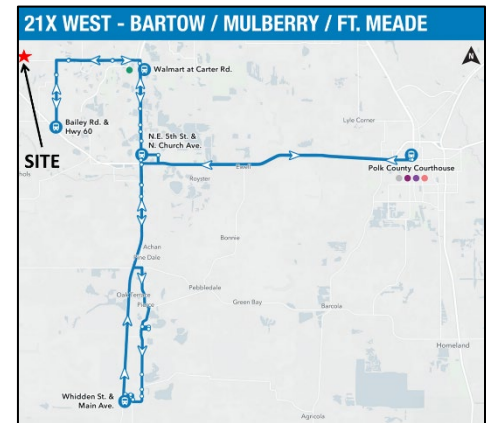
Table 7

Location	Fiscal Year CIP (construction cost)	Project Description
Imperial Lakes Blvd. Drainage Improvements	2024-2025 (\$8,500,000)	Construct drainage improvements along Imperial Lakes Blvd to address localized flooding after heavy storm events. This project is under construction and expected to be completed by November of this year.

Because the area is reaching buildout, it is not likely that any substantial roadway improvements will be made in the area. Farther to the north, there will be projects jointly constructed with the city of Lakeland for the recent growth south of Pipkin Road. Future focus may include projects on Ewell, Lunn, and Yates Roads to address the increased travel on Pipkin Road that results from widening.

E. Mass Transit

The closest mass transit stop is approximately a mile walking distance from the site in front of the Family Dollar at SR 60 and Baily Road. There are sidewalks along the route on SR 60. The 21X West – Bartow/Mulberry/Ft. Meade route includes the Baily road stop at 2-hour headways Monday thru Friday and 3-hour Headways on Saturday. It connects to two transfer stations: one at the Wal-Mart on Carter Road and S. Florida Avenue (SR 37) and the other at the County Courthouse in Bartow.



F. Sidewalks

The Willow Oak community has no sidewalk network. There are sidewalks on State Road 60 between the Dollar General at SR 60 and Willis Road east to the Family Dollar at SR 60 and Baily Road.

Park Facilities and Environmental Lands

New public safety facilities include onsite recreation for the fire and EMS staff when there is enough land. The current facility in Willow Oak lacks this, but this new facility will have ample room for recreation both indoors and outdoors for staff. There are no sidewalks in the area that connect to parks or recreation areas. It is a community-scale park. The nearest public recreation facility is Loyce Harpe Park (aka Carter Road Park) which is a Regional Park. Alafia Reserve is the closest publicly accessible environmental lands acquisition. While fire rescue stations don't necessarily need park facilities, heavily used park facilities often need emergency medical services. This site is sufficiently located close to two County parks, and two nature preserves with hiking trails. While it is not the first responder to three of the four public facilities, it will still be a great benefit to the community as a secondary response element if needed.

A. Location:

- Loyce Harpe Park, 500 Carter Road (5¼ miles driving distance from site)
- Christina Park, 625 CR 540A (5½ miles driving distance from site)
- Alafia Reserve, 4872 Indian Oak Dr. (2¼ miles driving distance from site)
- Lakeland Highlands Scrub (9¼ miles driving distance from site)

B. Services:

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

biking, pavilion, playground, restrooms, skate park, two (2) soccer fields, four (4) multipurpose fields, walking paths/trails.

C. Environmental Lands:

The Alafia River Reserve nature park was purchased jointly by Polk County and the Southwest Florida Water Management District. The 334-acre reserve was acquired to preserve the natural wetlands and uplands along the upper corridor of the Alafia River. Wading birds and amphibians that require seasonally flooded areas free of predators to complete their life cycles call the Alafia River Reserve home. Forested Hardwood Wetlands are the primary natural community, and common trees include sweet gum, laurel oak, ironwood, hickory, sabal palms and bay. Ground cover is sparse due to extended periods of flooding. Visitors may hike and picnic on these lands.

Lakeland Highlands Scrub protects the largest remaining contiguous tract of the historic Lakeland Ridge and is home to a small population of red-tailed hawks and palm warblers on over 550 acres. Two trails, the 2.2-mile Tortoise Trail and 0.6-mile Shady Oak Trail, move hikers along open dry prairie, pine flatwood, oak hammock and basin swamp habitats. Walking through Lakeland Highlands Scrub connects to a secondary entrance of Seven Wetlands Park for extended hiking.

D. Planned Improvements:

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

Environmental Conditions

The site has no apparent environmental limitations. Soils are good for development. There are no floodplains or wetlands on or nearby the site. The site is in an open drainage basin that feeds into Poley Creek. The area is well developed with residences, so it is not likely that endangered species exist, especially on such a small site. The distances from airports and well sites are suitable. There is a home onsite that is over 100 years old. It does not appear to be historically significant.

A. Surface Water

The site is in the Poley Creek drainage basin which is an open basin. While the site will be designed to meet a 25-year, 24-hour storm event for both volume and rate, there will always be the potential for outfall into the County's roadway drainage network. A 25-year event is between Seven and eight inches in a 24-hour period. The primary path of the outfall beyond that amount will most likely be directed east on Willis Road to a drainage structure maintained by the County that will carry the excess water directly to Poley Creek which feeds into the Alafia River and out to Tampa Bay. The site is slightly higher than all other properties around it. The development of this site to the County's standards will actually lessen the amount of runoff that occurs during current conditions because of the volume that is held back before offsite release.

B. Wetlands/Floodplains

There are no wetlands or floodplains on or near the site. There is a depressional wetland just over 1,000 feet to the east that outfalls into a drainage structure maintained by the County that spills

into Poley Creek to the north. A 100-year Flood Hazard area is associated with this wetland and the drainage structure. The subject property sits approximately 15 feet above the top of the bank of the drainage structure. The property is in an open basin, so it will be designed to meet the 25-year, 24-hour storm event for both volume and rate. The County's stormwater management standards are above those of the Water Management District. Development of this site will not pose a greater threat of adverse drainage conditions to neighboring properties.

C. Soils:

The site has good soil conditions for development. Tavares soils are often used as fill material for sites with insufficient soil conditions.

Table 8

Soil Name	Septic Tank Absorption Field Limitations	Limitations to small commercial buildings	% of Site (approximate)
Tavares Fine Sand	Moderate: wetness	Slight	100%

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

The elevation of the property is higher than the surrounding area and the only 100-year flood zones are associated with a drainage way maintained by the County over 1,000 feet to the east of the site. The property sits over 15 feet above the top of the bank of the drainage way. The water table should be far from the surface of this site.

D. Protected Species

According to Polk County Endangered Habitat Maps, the property is not located within a one-mile radius of any known endangered species sightings. (Source: Florida Natural Areas Inventory, 2002, 2006 & 2011). The area is built out and this site has been developed with a residence since 1920. It is not likely that endangered species dwell onsite.

Just under ½ - mile to the northwest there are conservation easements over portions of the North Prong of the Alafia River and its origin Poley Creek. The Alafia River and its tributaries are identified as "Potential Network Connections" on the Polk Green Map.

E. Historic and Archeological Resources

According to the Florida Department of State, Division of Historical Resources, there are no archeological sites listed in the Florida Master Site File for the property. However, there have been historical resources discovered in the area to the south where phosphate mining occurred. The structure onsite dates back to the 1920s but it is not of any historic significance or architecture.

F. Wells (Public/Private)

Polk County Utilities provides potable water service to the site. The closest public wellfield is located on Lower Meadow Road in the Meadow Ridge subdivision just under a mile away from the proposed fire rescue station location. No adverse impacts to this well site are expected to come from the new facility. This station is the first responder to this well facility if any accidents occur onsite.

G. Airports

The South Lakeland Airpark is just over a mile away. This station is the first responder to any emergencies at that airport. There are no jets that land there, but airplane fuel is also very flammable and needs special apparatus for extinguishing. The larger station will be able to house more equipment necessary to air related rescues.

H. Conservation Lands

Just under ½ - mile to the northwest there are conservation easements over portions of the North Prong of the Alafia River and its origin Poley Creek. The Alafia River and its tributaries are identified as “Potential Network Connections” on the Polk Green Map.

Economic Factors:

There are two factors that contribute to the need to purchase land in this area and develop a fire rescue and EMS station. The first is that it is a traditional location that area residents and the town of Mulberry have come to depend upon. This area has been served by a fire station for over 50 years. It originated as a volunteer station in 1972. The station began being leased by the County in the mid-1990s and has been staffed with professionals since.

The other factor is the changing needs of public safety services. It used to be that a third of an acre could accommodate a standard fire rescue crew. There was usually a need for a pumper truck and a vehicle for an emergency medical technician (EMT). Ambulance services could be run from sites in the major cities to shuttle victims from the point of rescue to hospitals. As the population increases, so do public safety facility expectations. There is a need for a broader range of services beyond what was provided in the past. Those services require more equipment. Heavy rescue vehicles became a station necessity. Innovations in housing materials have required a need for more enhanced cleaning equipment to recover from a fire event. With increases in population, there are more rescue events and the need to transport victims to hospitals increases. Recently, it has been realized that almost every fire rescue facility needs an ambulance crew. With all of these expanded services comes the need for more personnel on hand at each station. The culmination of all these enhancements requires larger stations to house equipment and personnel. This requires more property. The current facility in Willow Oak is only 0.3 acres (13,481 square feet). This new site is over two acres and less than 400 feet away from the current facility. It will be an efficient and effective transition to move to a much bigger facility just right down the street from the current one.

Consistency with the Comprehensive Plan

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

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

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

- Section 2.102 – General Growth Management policies
- Section 2.106 – Suburban Development Area (SDA) policies
- Section 2.116 – Institutional

The table to follow provides a brief breakdown of Section 2.102 policies that are most pertinent to this request.

Table 9

Comprehensive Plan Policy	Consistency Analysis
POLICY 2.102-A1: DEVELOPMENT LOCATION – Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing communities.	This site is one of the few large undeveloped parcels of available land in the area. It is infill development within an urban area.
POLICY 2.102-A2: COMPATIBILITY - Land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other Policies in this Future Land Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.	The site was chosen because it is larger than the existing station located nearby. It will enable the staff and equipment expansion and an ambulance service to be added. It is also located on a collector road.
POLICY 2.102-A3: DISTRIBUTION - Development shall be distributed throughout the County consistently with this Future Land Use Element so that the public utility, other community services, and public transit and transportation systems can be efficiently utilized; and compact, high-density and intensity development is located where urban services can be made available.	The site will be connected to Polk County public potable water. The area is mostly built out. The strategic location of this facility will enable the redirection of other fire rescue stations to better serve less developed but growing areas of the County.
POLICY 2.102-A4: TIMING - The development of land shall be timed and staged in conjunction with the cost-effective and efficient provision of supporting community services which, at a minimum, shall require compliance with the Plan's Level of Service requirements and the County's concurrency management system.	This site was recently purchased by Polk County. The INST designation will allow for government facilities such as the proposed fire rescue and EMS station.

Table 9

Comprehensive Plan Policy	Consistency Analysis
POLICY 2.102-A15: ADEQUATE PUBLIC FACILITIES - The County will direct new growth to areas where adequate public facilities exist or are planned; and ensure that essential services are in place to provide for efficient, cost-effective response times from the Fire Department, Sheriff's Department, and Emergency Management Service (EMS).	The requested INST district is to allow for the placement of fire rescue and EMS services on this site to improve response times of emergency services in the area.

The table to follow provides a brief breakdown of Section 2.106 Suburban Development Area (SDA) policies that are most pertinent to this request.

Table 10

Comprehensive Plan Policy	Consistency Analysis
POLICY 2.106-A1: DESCRIPTION – SDAs shall be those areas within the County which are, in most cases, located between municipalities, TSDA or UGA and the Rural Development Areas (RDAs). In the SDA, agricultural activities coexist alongside low density developed areas in the fringes of municipalities and other urban centers. These areas have developed predominately residential, in a suburban pattern with County-owned, municipal or County-franchised potable-water systems, but without centralized sewer facilities and very little, if any, supporting public facilities and non-residential uses. Other urban services typically found to accompany a suburban area include, but are not limited to multimodal transportation facilities, public safety, recreational and educational services.	This request is for a facility that will provide greater emergency response services to an area of increasing development growth. Although this is a less intensive Suburban Development Area, the location is on the fringe of more intense urban areas that it will serve. Also, this station provides rescue response to the town of Mulberry.
POLICY 2.106-A5: DEVELOPMENT CRITERIA -- Development within the Suburban Development Areas shall conform to the following criteria as further specified in the Land Development Code:	
a. support continued agricultural activities by requiring the implementation of compatibility techniques to limit land use conflicts;	This has area has very few agricultural uses.
b. protect and preserve open space, agricultural and environmentally sensitive lands by implementing clustering and other conservation development strategies as established in Section 2.1251 of this element;	This site has no open space, agricultural or environmentally sensitive lands that need protecting.
c. incorporate design features that promote healthy communities and green building practices, as established in Section 2.1251, Community Design, of this element;	This request is to provide better emergency responses to the area. Nothing could be healthier than that.
d. provide access to civic space, parks, green areas, and open space and other amenities;	This is not a use that lends itself to civic space and public amenities. The focus is on public safety.
e. be supported by public safety (i.e., fire, EMS and law enforcement);	This is a public safety facility.
f. have access to elementary schools;	This proposed land use change is for a Fire Rescue station. There will be no children residing on site. But there is an elementary school within a mile of the site.

Table 10

Comprehensive Plan Policy	Consistency Analysis
g. encourage connectivity between uses within the SDA, and between the SDA and other urban centers and the rural development areas; and	This property has three road frontages. If that's not connectivity, I don't know what is.
h. in order to achieve higher densities and intensities allowed by each land use, development in the SDA shall be required to connect to centralized water system and incorporate clustering and other low impact design criteria as established under the Residential Suburban (RS) land use criteria, the Conservation Development Section (Section 2.1251), the Residential Rural Development (RRD) or the Rural Mixed Used Development (RMD) sections (Section 2.1251) of this element.	There is an eight-inch potable water line along both roadway frontages of the property: Willis and Willow Oak Roads.

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

Table 11 – Institutional Policies

Comprehensive Plan Policy	Consistency Analysis
POLICY 2.116-A1: CHARACTERISTICS - Institutional areas are primarily characterized by private and public-service structures.	This CPA will enable the development of a County fire rescue station.
POLICY 2.116-A3: LOCATION CRITERIA - Institutional development may occur within the lands designated Institutional on the Future Land Use Map Series, and in any other land use designation throughout the County, unless 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: - Accessibility to roadways, with consideration being given to regional transportation issues for large-scale institutional developments having a regional market. - Proximity to incompatible land uses, which is dependent upon the intensity of the institutional use (buffering may be provided to mitigate adverse impacts). - The locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10. - Proximity to similar and compatible uses providing opportunities for shared facilities. - Plans of the School Board and other public service agencies with jurisdiction in the County	- This site has frontage on a urban collector road. - The closest residential structure will be over 80 feet away. - It meets the criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10. See pages 10 thru 18 of the staff report. - This will be for fire rescue and EMS with little room for anything else. - The closest school is across the street.

Table 11 – Institutional Policies

Comprehensive Plan Policy	Consistency Analysis
POLICY 2.116-A4: DEVELOPMENT CRITERIA - Institutional development shall conform to the following criteria: a. Institutional uses include, but are not limited to: private and public-service structures. These commonly include: 1. public and private educational facilities; 2. government-administration buildings; 3. public-safety structures (e.g. police and fire); 4. cultural facilities (e.g. libraries, museums, and performing-arts theaters); 5. health-care facilities e.g. hospitals, medical centers, clinics, nursing homes, adult day care centers, group homes, group living facilities, emergency shelters, residential treatment facilities.	The County acquired this property for the sole purpose of locating a new fire rescue facility to replace the smaller, outdated facility 350 feet to the west. This site is seven times larger than the current fire station.
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.	This site has room for a Fire Rescue station. It will be most intensive at the center of the site when staff is conducting equipment maintenance.
c. Prior to site planning, the School Board, independent special districts and other governmental entities shall communicate to one another to pursue potential colocation of government services.	Polk County recently purchased the site. The proposed fire rescue station will take up most of the useable property. There will be no room for a school site.
d. Commercial uses within institutional areas mapped on the Future Land Use Map Series shall be primarily for the purpose of serving the institutions within the area and shall be limited to a scale appropriate for that purpose.	There are no commercial uses proposed on this site. The fire station will take up most of the 2.15-acre site. The primary use for this site is public safety. There are no considerations for locating commercial uses onsite.
e. Institutional sites shall be designed to provide for: 1. Adequate parking to meet the present and future demands of the use. 2. Buffering where the effects of lighting, noise, odors, and other such factors would adversely affect adjacent land uses. Parking lots, loading areas, dumpsters, utilities and air conditioning units, signage, etc. are examples of facilities which may require special buffering provisions.	The site has adequate space for the required parking for a fire rescue station. The County's prototype fire rescue and EMS station is 25 spaces. This provides enough space for all shifts and fire rescue administration to park during staff meetings.
f. Multi-family residential uses may be permitted at densities up to and including 15 dwelling units per acre as part of a Planned Development. Residential uses may be permitted according to the following: 1. Residential uses shall only be established adjacent to or in conjunction with a university, college, vocational school or other similar educational institution. 2. Residential development shall be intended to primarily meet the housing needs for students and faculty members of the nearby educational institution.	No multifamily uses are proposed or characteristic of a fire station. The proposed fire station will also include ambulance services (EMS) as well. This along with the other fire rescue equipment and living quarters for personnel will consume much of the ±2.15-acre property. If there is not likely to be any additional space for other government functions.
g. Recreational uses accessory to the institutional use or compatible with the location of the institutional district.	The fire station will have a basketball goal for the firefighters to use.

Urban Sprawl Analysis

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

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

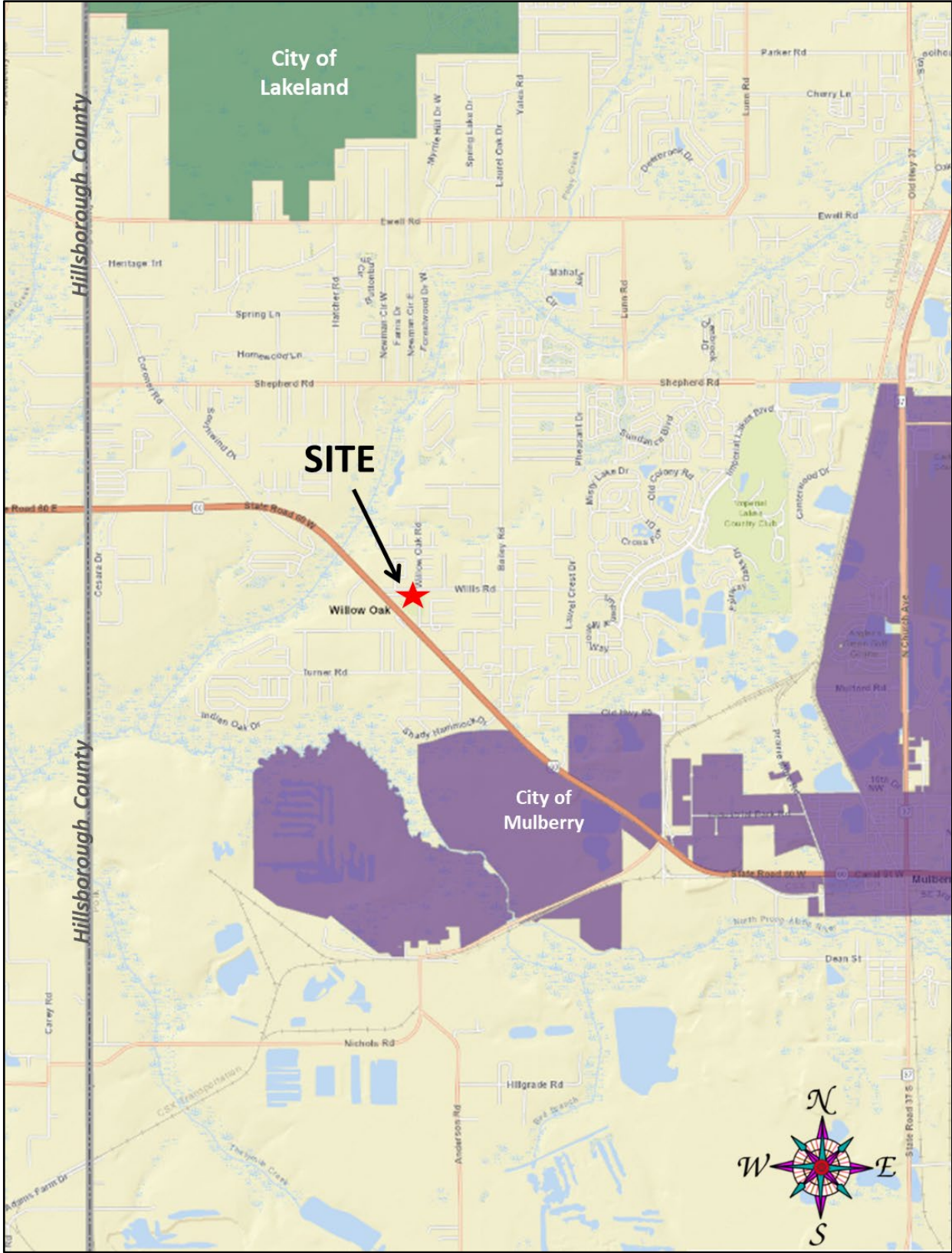
Table 12 Urban Sprawl Criteria

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

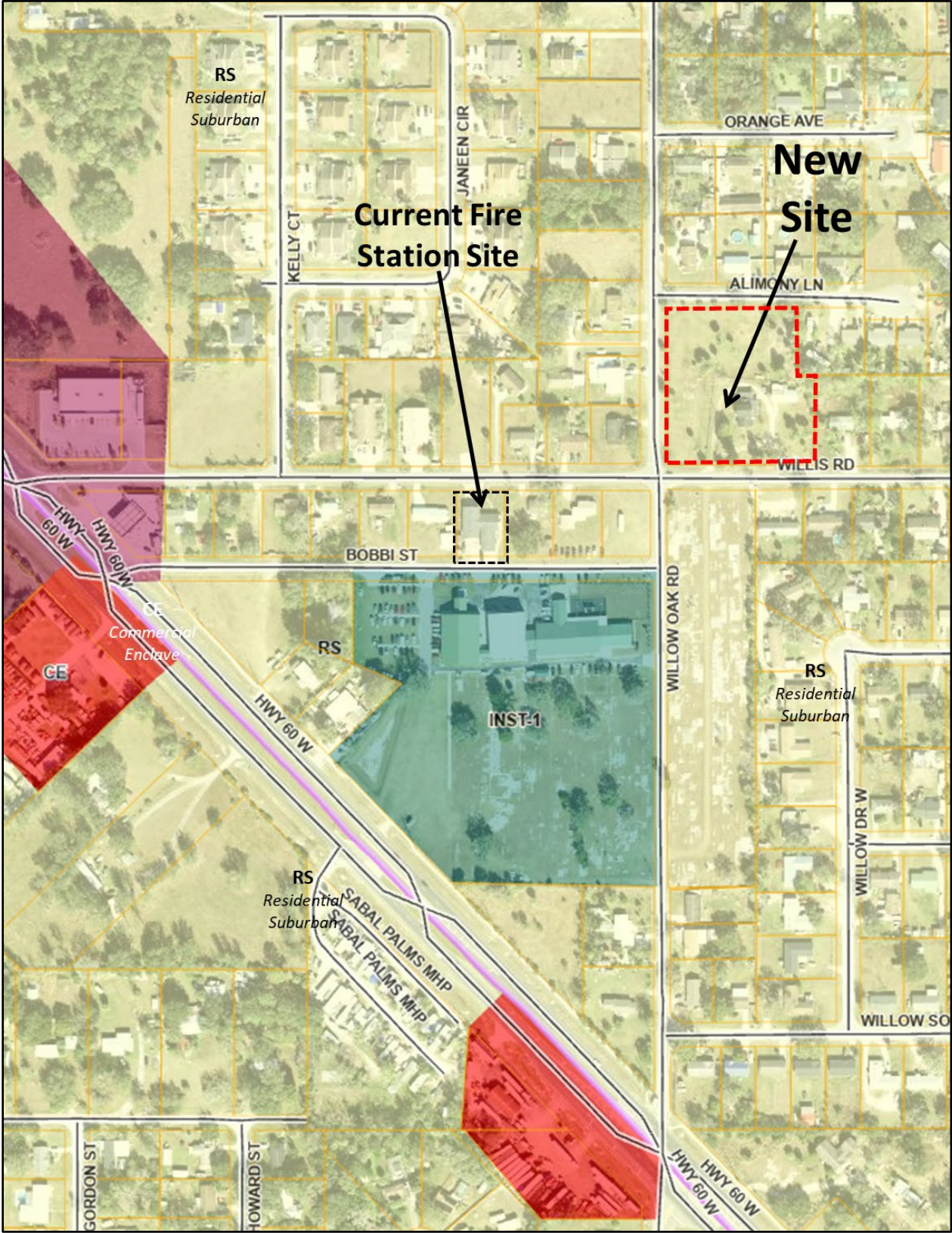
Comments from other Agencies: None.

Exhibits:

- Exhibit – 1 Location Map
- Exhibit – 2 Future Land Use Map
- Exhibit – 3 2025 Satellite Photo (Context)
- Exhibit – 4 2025 Satellite Photo (Close-up)
- Exhibit – 5 District Use Comparison Table



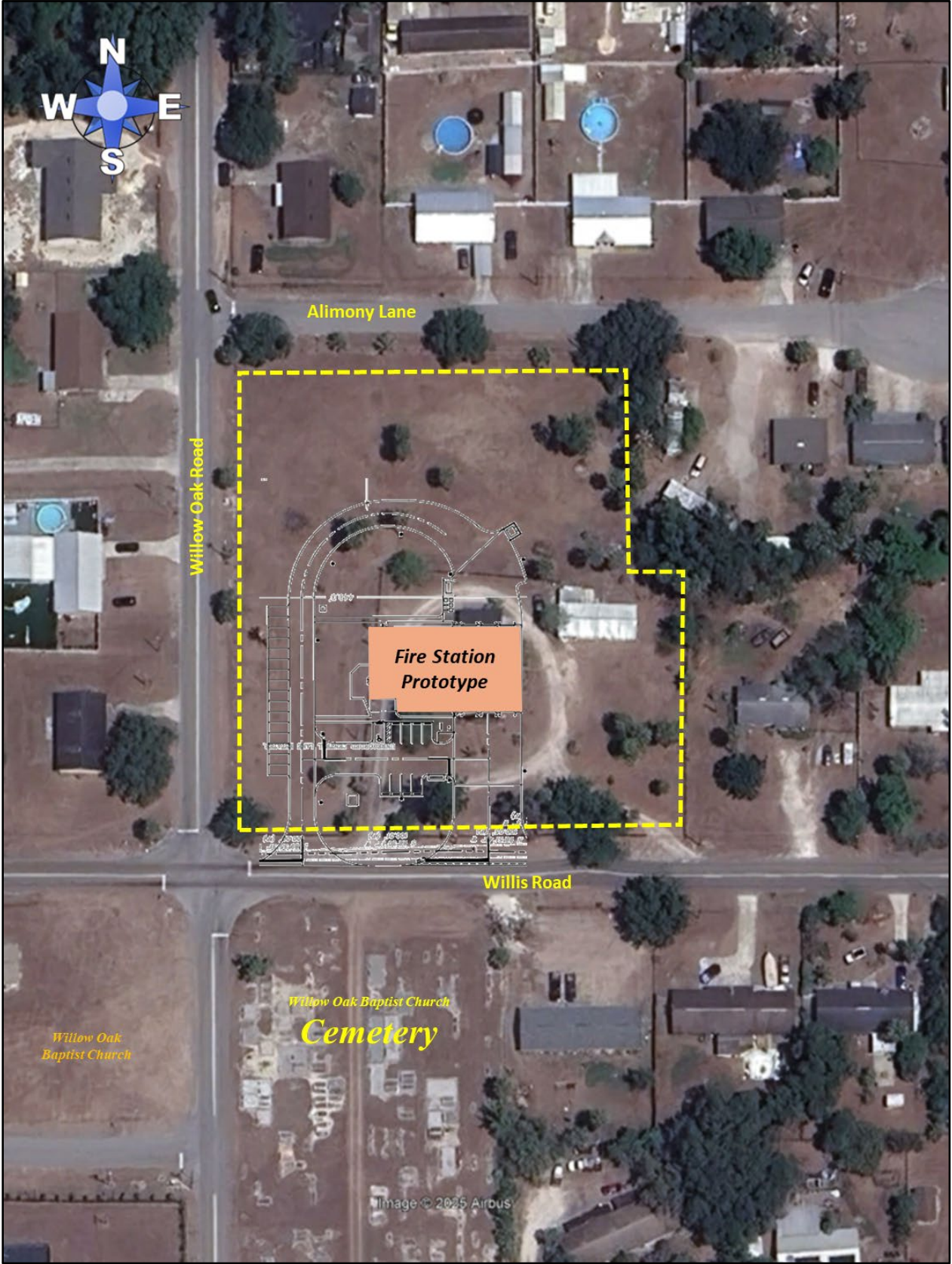
Location Map



Future Land Use Map



2025 Satellite Photo (Context)



2025 Satellite w/ Prototype Site Plan

Comparison of Permitted and Conditional Uses*

District	Permitted Uses	Administrative Review	Public Hearing(s) Required
RS <i>Residential Suburban</i>	Single-family Residential Class I Utilities	Family Farm Small Group Homes (≤6 patients) Mobile Homes Residential Infill Development Golf Course Emergency Shelter (≤6 patients) Passive Recreation Low Intensity Recreation Elementary Schools Middle Schools Riding Academies Class II Utilities	Duplex Fly-in Community Group Living Facility (≥15 patients) Mobile Home Park Mobile Home Subdivision Rural Residential Development Suburban Planned Development Rural Mixed-Use Dev. Transitional Area Development Adult Day Care (≤6 patients) Bed and Breakfast Cemetery Childcare Center Communication Towers Community Center Cultural Facility Emergency Shelter (7-14 patients) Event Facility Government Facility Helistop Kennels Lodges and Retreats Outdoor Concert Venue High Intensity Recreation Vehicle Oriented Recreation Religious Institution High School Leisure/Special Interest School Class III Utilities
INST-1 <i>Institutional-1</i>	Childcare Center Government Facility Lodges and Retreats Elementary School Middle School Leisure/Special Interest School Production Studio Transit Facility	Group Living Facility (7+ clients) Adult Day Care Center (7+ clients) Cemetery Clinics & Medical Offices Community Center Communication Tower Cultural Facility Emergency Shelter (7+) Heliports & Helistops Nursing Home Offices & Office Park High & Low Intensity Recreation Vehicle Oriented Recreation Religious Institution Research & Development Solar Power Generation Facility	Multifamily Housing (dormitories) Gas Station (fleet) Hospital Lime Stabilization Facility Residential Treatment Facility High School Residential Treatment Facility Vo-Tech, College or University

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