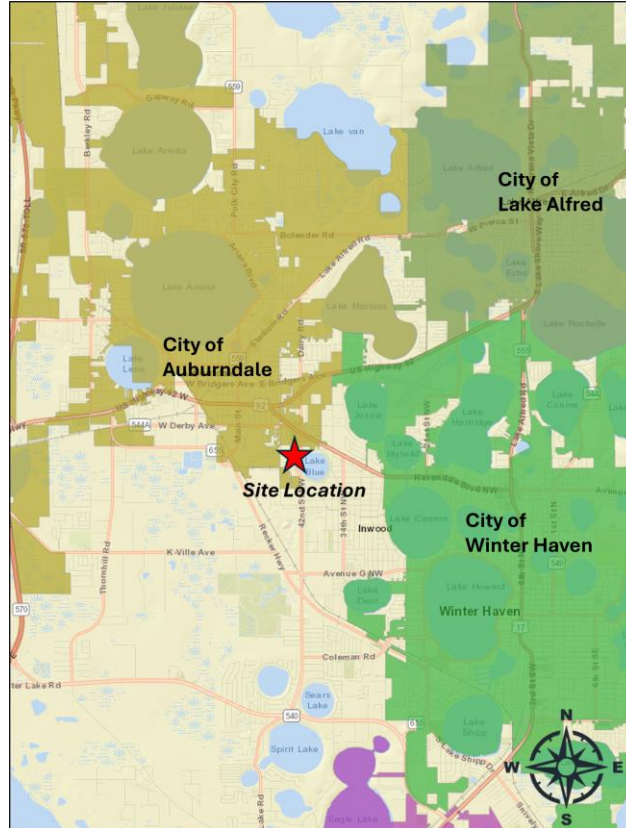


**POLK COUNTY
DEVELOPMENT REVIEW COMMITTEE
STAFF REPORT**

DRC Date:	June 26, 2025	Level of Review:	Level 3 Review
PC Date:	September 10, 2025	Type:	Conditional Use Approval
BoCC Date:	N/A	Case Numbers:	LDCU-2025-10
		Case Name:	Mercado MH
Applicant:	Angel Mercado	Case Planner:	Kyle Rogus, Planner I

Request:	The applicant is requesting a Conditional Use (CU) approval for a mobile home to be located on ±1.45 acres within a Residential Medium (RM) future land use district.
Location:	The subject site is located north of Avenue G NW, south of Havendale Boulevard, east of Recker Highway, west of Lake Alfred Road in Section 14, Township 28, Range 25.
Property Owners:	Angel Mercado
Parcel Size (Number):	±1.45 acres Parcel IDs (#252814-000000-012020)
Future Land Use:	Residential Medium (RM)
Development Area:	Urban Growth Area (UGA)
Nearest Municipality:	N/A
DRC Recommendation:	Conditional Approval
Planning Commission Vote:	Pending Public Hearing

Location



2023 Satellite Photo



Summary of Analysis:

The applicant is requesting Conditional Use (CU) approval to locate a mobile home in a Residential Medium (RM) land use district on an ±1.45 acre lot. Chapter 2, Section 205, Table 2.1 (Use Table for Standard Land Use District) of the Land Development Code (LDC) instructs that the placement of mobile homes in the RM land use district requires Conditional Use approval via a Level 1 Review (via Staff only). To meet current development approval conditions, requests for mobile homes must adhere to the standards found in Chapter 3, Section 303 (Mobile Home, Individual) of the LDC. Since these standards cannot be met, the request must be approved by the Planning Commission in terms of the compatibility of individual mobile homes relative to the character of surrounding uses.

Lake Blue is a natural barrier parceling out the subject site from the whole RM land use district. Within the RM land use district there are two major residential subdivisions: Inwood Unit 4 and Unit 6. Although the Inwood Unit 4 and Unit 6 Subdivisions do not meet the 50 percent threshold of developed lots as mobile homes, combining the surrounding subdivisions creates a large cluster of mobile homes contributing to the compatibility of the applicant's request. There have been multiple lots previously approved for mobile homes within these surrounding subdivisions in the last year. LDCU-2024-13 was approved for a mobile home on an approximately 0.31-acre lot within the Inwood Unit 6 Subdivision on September 4, 2024. LDCU-2024-26 was also approved for a mobile home to be located in the Inwood Unit 6 subdivision on November 6, 2024. The impact from a single mobile home is minimal.

Staff recommends approval. This mobile home request is compatible with the surrounding area. The subject property is zoned for residential use as part of the larger RM land use district. The RM permits single-family dwelling units. The proposed mobile home will meet the required setbacks for the Land Use District and all other applicable setbacks in the (LDC). The proposed request is consistent with the LDC and Comprehensive Plan.

Findings of Fact

- *LDCU-2025-10 is a Conditional Use request to allow a mobile home on Parcel No. 252814-000000-012020 (+/- 1.45 acres) within a Residential Medium (RM) land use district in the Urban Growth Area (UGA).*
- *The surrounding properties are within a RM Land Use District to the east, Linnear Commercial Corridor (LCC) Land Use District to the south, and an Industrial (IND) Land Use District to the north and west.*
- *42nd Street (Road No. 852301) is a County-maintained, paved Urban Collector road with a width of 24 feet.*
- *Section 204.A.8 of the LDC states, "The purpose of the RM district is to provide areas for medium density residential development within urban areas. The RM district permits single-family dwelling units, duplex units, multi-family units, group living facilities, and community facilities."*
- *Per Table 2.2 of the LDC, RM land use mandates right-of-way setbacks for the primary structure of 35 feet, side setbacks for the primary structure of 7 feet, and rear setbacks for the primary structure of 10 feet.*

- *Chapter 553 of the Florida Statutes states that “Mobile Homes” means any residential unit constructed to standards promulgated by the United States Department of Housing and Urban Development. Mobile Homes are built to a separate standard than site-built homes and may be regulated differently than site-built and other manufactured homes. Site-built homes and other manufactured homes are built to standards set forth in Chapter 553 of Florida Statutes.*
- *POLICY 2.203-A2 of the Comprehensive Plan (Housing Element) states that “Mobile homes shall be allowed in all areas of the County designated for residential development subject to siting and design criteria consistent with the County’s Land Development Code*
- *According to Section 303 of the LDC, Individual Mobile Homes are allowed in all the following locations:*
 - 1. Within any registered mobile home park that has been approved by Polk County;*
 - 2. Within any platted residential subdivision that has been approved by Polk County as a mobile home subdivision;*
 - 3. Within any platted residential subdivision, or single platted phase within a multiple phased development, in which 50 percent or more of the developed lots contain mobile homes;*
 - 4. On any un-platted parcel in the A/RR district;*
 - 5. On any un-platted parcel that is five acres or larger in the RS district;*
 - 6. On any un-platted legal residential lot or parcel that is abutting vacant properties to all side and rear property lines;*
 - 7. On any un-platted parcel where at least one property abutting the subject property's side lot line has a mobile home;*
 - 8. On lots of record, including those within platted subdivisions, where at least one property abutting the subject property's side lot line has a mobile home. Within subdivisions, the abutting property must be within the plat; or,*
 - 9. On any residential lot or parcel where it is determined by the Planning Commission to be compatible with the established character of the surrounding area.***
- *Fire and EMS Response is from Polk County Fire Rescue Station 5, located at 333 American Spirit Rd, Winter Haven, FL 33880. This is located approximately 2.1 miles from the subject site with a response time of eight (8) minutes.*
- *Sheriff’s response to the site is served by the Central District, located at 3635 Ave G NW in Winter Haven. The response times in May 2024 were: Priority 1 Calls – 8:44 and Priority 2 Calls – 19:29.*
- *The subject property is located within the City of Winter Haven’s public water service area. Subject site will connect to Winter Haven water and provide private septic system in compliance with Polk County Standards for wastewater.*

- *The development is zoned for Inwood Elementary, Westwood Middle, and Auburndale Senior High. The site is 2.7 miles from Inwood Elementary; 1.6 miles from Westwood Middle; and 2.6 miles from Auburndale Senior High.*
- *The subject parcel is not within one of the Wellhead-Protection Areas.*
- *The property is composed of Placid Myakka fine sand and St. Lucie fine sand soils.*
- *Current GIS Data Viewer shows approximately 1.07 acres of wetlands on site and approximately 0.16 acres of floodplains.*
- *According to the Florida Natural Areas Inventory Biodiversity Matrix, the site is located within a one-mile radius of Lake Wales Ridge Wildlife and Environmental Area.*
- *According to a preliminary report from the Secretary of State's Department of Historical Resources Florida Master Site File, no archaeological sites are found within the parcel boundaries.*
- *The subject site will have ingress and egress access through 42nd Street NW. 42nd Street NW is a paved, Urban Collector, County-maintained roadway. According to the 2025 Roadway Network Database, the nearest monitored roadway SR 544 (6500E) has approximately 1,577 available PM Peak Hour trips; SR 544 (6500W) has approximately 1,539 available PM Peak Hour trips. SR 544 current Level-of-Service (LOS) is "C" with an adopted LOS standard of "C".*
- *The Comprehensive Plan defines Compatibility in Section 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."*
- *This request has been reviewed for consistency with Section 111 and Section 303 of the LDC.*
- *This request has been reviewed for consistency with Section 2.102 GROWTH MANAGEMENT; SECTION 2.105 URBAN GROWTH AREA (UGA) AND POLICY 2.203-A2 HOUSING ELEMENT of the Comprehensive Plan.*

Development Review Committee Recommendation: Based on the information provided by the applicant, recent site visits, and the analysis conducted within this staff report, the Development Review Committee (DRC) finds that with the proposed conditions the request **IS COMPATIBLE** with the surrounding land uses and general character of the area and **IS CONSISTENT** with the Polk County Comprehensive Plan and Land Development Code. Therefore, the DRC recommends **APPROVAL of LDCU-2025-10.**

CONDITIONS OF APPROVAL

Based upon the findings of fact the Development Review Committee recommends APPROVAL of LDCU-2025-10 with the following Conditions:

1. LDCU-2025-10 is approved for no more than one (1) mobile home on Parcel No. 252814-000000-012020 as indicated in the site plan and staff report.
2. The placement of the mobile home shall not encroach upon designated wetlands and must comply with all applicable setback requirements of the Land Development Code (LDC).

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.

NOTE: Approval of this request shall not constitute a waiver or variance from any applicable development requirement unless specifically noted in the conditions of approval and consistent with the LDC.

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: Approval of this request is only for Level 3 Review and only for those development decisions within the Planning Commissioners' jurisdiction. A Level 2 Review (engineered plans) will be required reflecting the standard conditions listed in Section 303 of the Land Development Code and the development standards listed in Chapter 7 of the Land Development Code. Upon completion of the Level 2 Process, building permits will be required for all structures in accordance with Chapter 553 of the Florida Statutes.

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.

Surrounding Land Use Designations and Current Land Use Activity

The following table provides a reference point for notable and pertinent Future Land Use Map districts and existing land uses upon them.

Table 1

Northwest: Industrial Light Manufacturing 31.33 acres	North: Industrial Light Manufacturing 31.33 acres	Northeast: Residential Medium Vacant Commercial 4.61 acres
West: Industrial Light Manufacturing 31.33 acres	Subject Property: Residential Medium Vacant Industrial 1.45 acres	East: Residential Medium Vacant Commercial 4.61 acres
Southwest: Industrial Light Manufacturing 31.33 acres	South: Linear Commercial Corridor Auto Repair/Commercial Service Garage 1.78 acres	Southeast: Residential Medium Vacant Commercial 4.61 acres

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

Property Appraiser shows the parcel as vacant industrial; however the property is located in the Residential Medium (RM) land use district, which does not allow industrial use. The immediate surrounding area provides non-residential uses, however to the east of the site is the continuation of the RM land use, separated by Lake Blue acting as a natural barrier to residential development.

Compatibility with the Surrounding Land Uses and Infrastructure:

This request is compatible with the Comprehensive Plan and Land Development Code. The purpose of the RM land use district is to provide areas for medium density residential development within urban areas. The RM district permits single-family dwelling units, duplex units, multi-family units, group living facilities, and community facilities. The impact from a single mobile home is minimal. The immediate surrounding land uses are zoned for commercial or non-residential uses. The subject site abuts the Linear Commercial Corridor (LCC) land use district to the south, and the Industrial (IND) land use district to the north and west. However, to the east, Lake Blue acts as a natural barrier to the continuation of the RM land use district, where there are two significant subdivisions: Inwood Unit 4 and Inwood Unit 6.

The LDC 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.”

Inwood Unit 4 Subdivision:

In the Inwood Unit 4 Subdivision, the Property Appraiser shows that there is a total of 314 residential lots. Of the 314 total residential lots, the subdivision can be broken down into two categories: mobile home lots and site-built lots. Inwood Unit 4 Subdivision has 45 mobile homes and 269 site-built homes. Based on this information, the placement of mobile homes as residential dwelling units within the Inwood Unit 4 Subdivision equates to 14.33 percent of the total residential lots. The same format can be applied to Inwood Unit 6 Subdivision.

Inwood Unit 6 Subdivision:

In the Inwood Unit 6 Subdivision, the Property Appraiser shows that there is a total of 305 residential lots. Of the 305 total residential lots, the Inwood Unit 6 Subdivision has 45 mobile homes and 269 site-built homes. Based on this information, the placement of mobile homes as residential dwelling units within the Inwood Unit 6 Subdivision equates to 18.68 percent of the total residential lots.

Although the Inwood Unit 4 and Unit 6 Subdivisions do not meet the 50 percent threshold of developed lots as mobile homes, combining the surrounding subdivisions creates a large cluster of mobile homes contributing to the compatibility of the applicant's request. There have been multiple lots previously approved for mobile homes within these surrounding subdivisions in the last year. LDCU-2024-13 was approved for a mobile home on an approximately 0.31-acre lot within the Inwood Unit 6 Subdivision on September 4, 2024. LDCU-2024-26 was also approved for a mobile home to be located in the Inwood Unit 6 subdivision on November 6, 2024.

Urban Services and Infrastructure Analysis:

The surrounding area has public safety service facilities that are operating within their adopted Level of Service (LOS) standard with no deficiencies. Placement of one mobile home will not trigger school concurrency requirements at John Snively Elementary, Denison Middle or Winter Haven Senior High; however, Inwood Elementary is at 78% capacity, Westwood Middle is currently operating at 51% capacity, and Auburndale Senior High is currently operating at 74% capacity. The subject property is located within the City of Winter Haven's public water service area. Subject property will connect to Winter Haven water and provide private septic system in compliance with Polk County standards for wastewater.

Table 2, to follow, summarizes urban services and infrastructure for the surrounding area. Based upon the nature and size of the request, the proposal is not anticipated to create any significant demand on these services.

Table 2

Urban Services and Infrastructure Summary	
Schools (Zoned)	Inwood Elementary, Westwood Middle, and Auburndale Senior High.
Sheriff	Sheriff's response to the site is served by the Central District located at 3635 Ave G NW in Winter Haven. The response times in May 2024 were: Priority 1 Calls – 8:44 and Priority 2 Calls – 19:29.
Fire/EMS	Fire and EMS Response is from Polk County Fire Rescue Station 5 located at 333 American Spirit Rd, Winter Haven, FL 33880. This is located approximately 2.1 miles from the subject site with a response time of eight (8) minutes.
Water	City of Winter Haven
Sewer	Private septic system in compliance with Polk County Standards.
Transportation	The subject site will have ingress and egress access through 42nd Street NW. 42nd Street NW is a paved, Urban Collector, County-maintained roadway. According to the 2025 Roadway Network Database, the nearest monitored roadway SR 544 (6500E) has approximately 1,577 available PM Peak Hour trips; SR 544 (6500W) has approximately 1,539 available PM Peak Hour trips. SR 544 current Level-of-Service (LOS) is "C" with an adopted LOS standard of "C".
Urban Sprawl	Site is located within the UGA and is not considered urban sprawl.

Table 3, below, identifies the anticipated impact of one mobile home on water and sewer services. The site has approximately 482 feet of frontage 42nd Street NW, using a private septic system in compliance with Polk County Standards and the water supply will be provided by the public water system of the City of Winter Haven. The placement of one mobile home will have negligible impacts on the traffic on local roadways.

Table 3

Impact Analysis Summary Proposed Conditional Use (One Mobile Home)			
Potable Water Impact	Wastewater Impact	*AADT Impact	*PHT Impact
360 GPD	250 GPD	7.81 AADT	1.00 PHT
<i>Source: Polk County Concurrency Manual. The proposed development assumes that the potable water rate for a mobile home will consume 360 GPD and generate 250 GPD in wastewater. ITE 210-Single Family rate was used to determine similar AADT and PM Peak Hour rates for mobile homes. The AADT rate was 7.81 and the PM Peak Hour rates was 1.00 per unit.</i>			

Environmental Conditions Analysis:

Current GIS Data Viewer shows wetland and floodplain conditions on the site (See Table 4, below). The parcel has approximately 1.07 acres of wetlands on site and approximately 0.16 acres of floodplains. Although both the County and National Wetlands Inventory show wetlands on site where the mobile home is proposed, they do not correctly reflect the existing conditions on the ground. The applicant provided two Wetland Determination Data Forms for two separate sampling points taken on the property prior to hearing, designated Point A and Point provided with the packet. Exhibit #6 is a parcel map that illustrates where each sample was taken. The data provided by the applicant notes that there are portions of the site that are uplands, creating discrepancy with both County and National Wetland Inventory data viewers. As a result of this, staff has added a second condition stating that a mobile home is approved for this site provided it does not encroach upon designated wetlands and complies with all applicable setback requirements of the LDC.

The subject site is not located within any of the County's identified Wellhead-Protection Areas. The subject property is located within a one-mile radius of Lake Wales Ridge Wildlife and Environmental Area, according to the Florida Natural Areas Inventory Biodiversity Matrix. The property is composed entirely of Placid Myakka fine sands and St. Lucie fine sand soils. The soil is not of such that would limit compliance with applicable LDC regulations for the proposed use. The subject property is relatively flat with an elevation of 153 feet where the mobile home is proposed. Subject site abuts Lake Blue to the east property line. In addition, the subject property is not located within a Historical Preservation area. The subject site is within the Winter Haven Municipal Airport Height Notification and In-Flight Visual Interference Zones.

Table 4

Environmental Conditions Summary	
Surface Water	The property abuts Lake Blue to the rear of the site. There are no surface water ponds on the subject property. The subject property has contour elevations of 153 for the proposed location of the mobile home. The lowest point on site has an elevation of 148 feet at the edge of Lake Blue approximately 131 feet away from elevation 153.
Wetlands/Floodplains	Current GIS Data Viewer shows approximately 1.07 acres of wetlands on site and approximately 0.16 acres of floodplains.
Soils	The property is composed of Placid and Myakka fine sand, St. Lucie fine sand soils which provides poor drainage, but the soil is not of such that would limit compliance with applicable LDC regulations for the proposed use.
Protected Species	The subject site is located within one mile of Lake Wales Ridge Wildlife and Environmental Area, according to the Florida Natural Areas Inventory Biodiversity Matrix.
Wellfield Protection	The property is not located within any County Wellhead-Protection Areas.
Historical Preservation	The subject property contains no historical resources as monitored by the State of Florida's Division of Historical Resources.
Airports	The subject property is located within the Winter Haven Municipal Airport Height Notification and In-Flight Visual Interference Zones.

The Planning Commission, in the review of development plans, shall consider the following factors listed in Table 5, in accordance with Section 906.D.7 of the LDC.

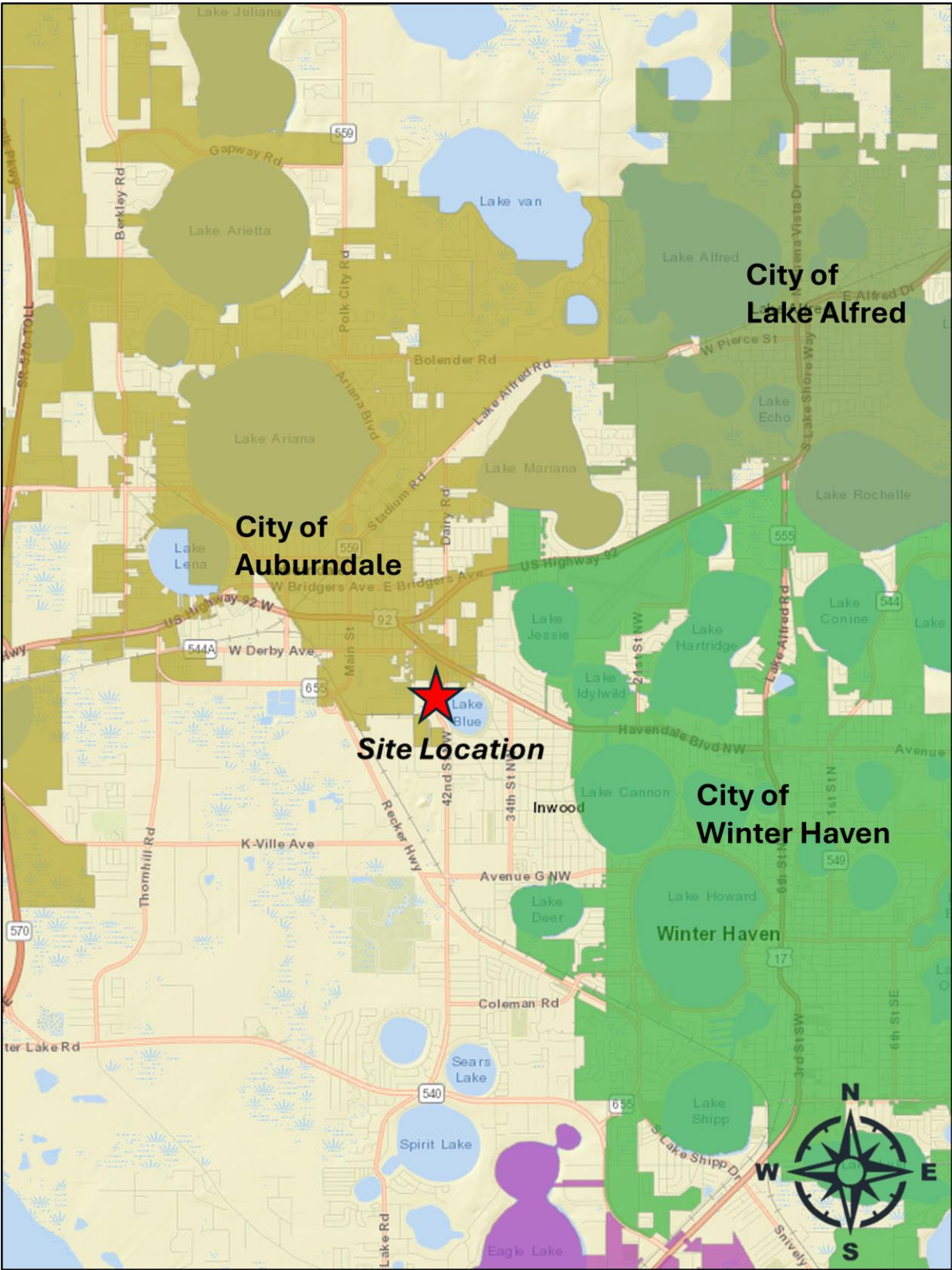
Table 5

The Planning Commission, in the review of development plans, shall consider the following factors in accordance with Section 906.D.7 of the LDC:	
Whether the proposed development is consistent with all relevant requirements of this Code;	<i>Yes, this request is consistent with the LDC, specifically Section 303 which permits this use upon completion of a Level 3 Review. These can be found in the Findings of Fact on Pages 2 - 4 of the staff report.</i>
Whether the proposed development is consistent with all applicable policies of the Comprehensive Plan;	<i>Yes, this request is consistent with the Comprehensive Plan, as reviewed for consistency with SECTION 2.102 GROWTH MANAGEMENT and POLICY 2.203-A2 HOUSING ELEMENT of the Comprehensive Plan.</i>
Whether the proposed use is compatible with surrounding uses and the general character of the area, including such factors as density, height, bulk, scale, intensity, traffic, noise, and appearance; and	<i>Yes, the request is compatible with surrounding uses and the general character of the area. See Pages 5 & 6 of this staff report for data and analysis on surrounding uses and compatibility.</i>
How the concurrency requirements will be met if the development were built.	<i>This request will not require concurrency determinations from utilities, the school board, or TPO. The impact on public services can be found in the analysis found on Pages 6-7 of the Staff Report.</i>

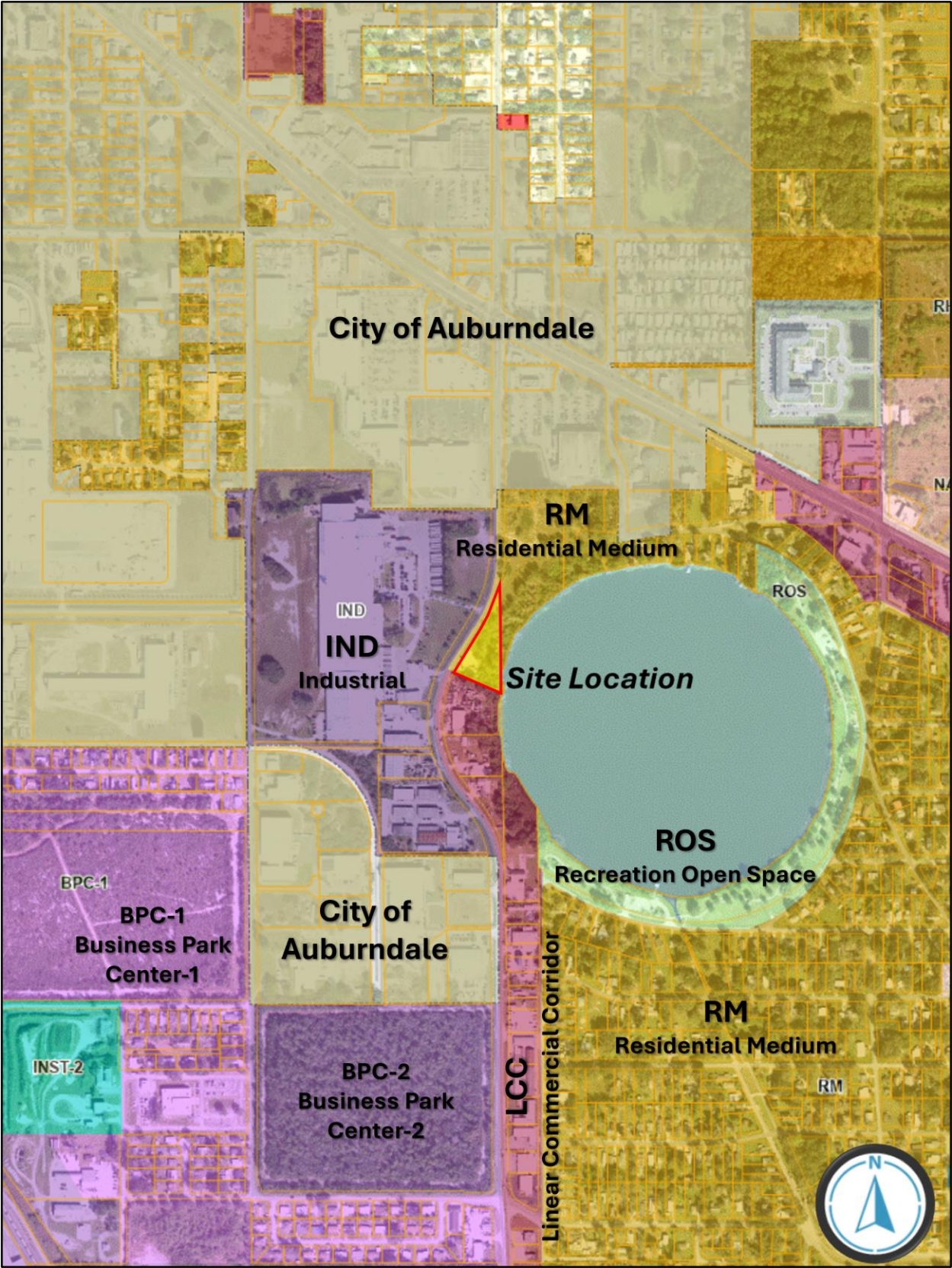
Comments from other Agencies: None

Exhibits:

- Exhibit 1 Location Map
- Exhibit 2 Future Land Use Map
- Exhibit 3 Aerial Imagery (context)
- Exhibit 4 Aerial Imagery (close-up)
- Exhibit 5 Site Plan
- Exhibit 6 Wetland Sampling Map



Location Map



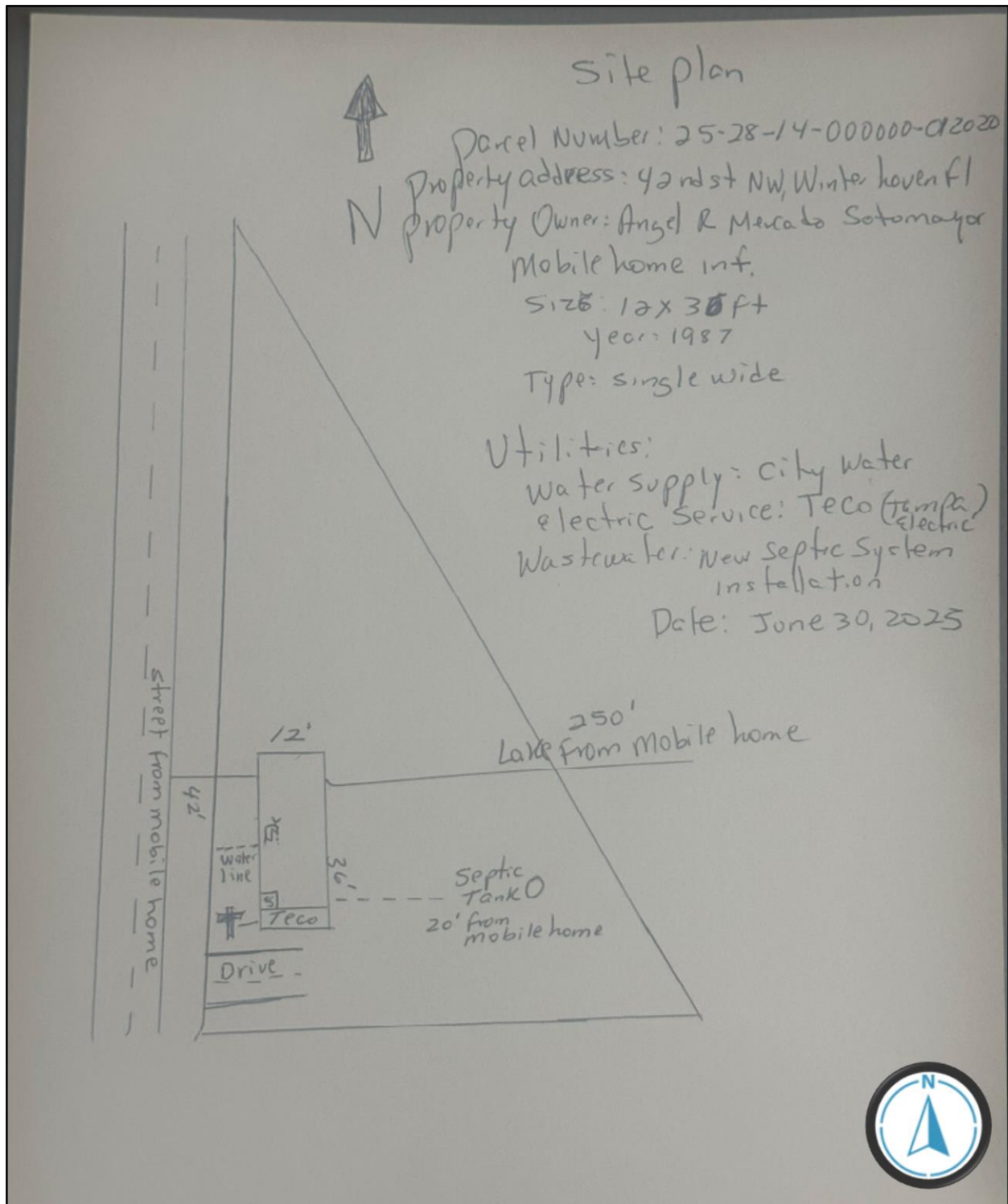
Future Land Use Map



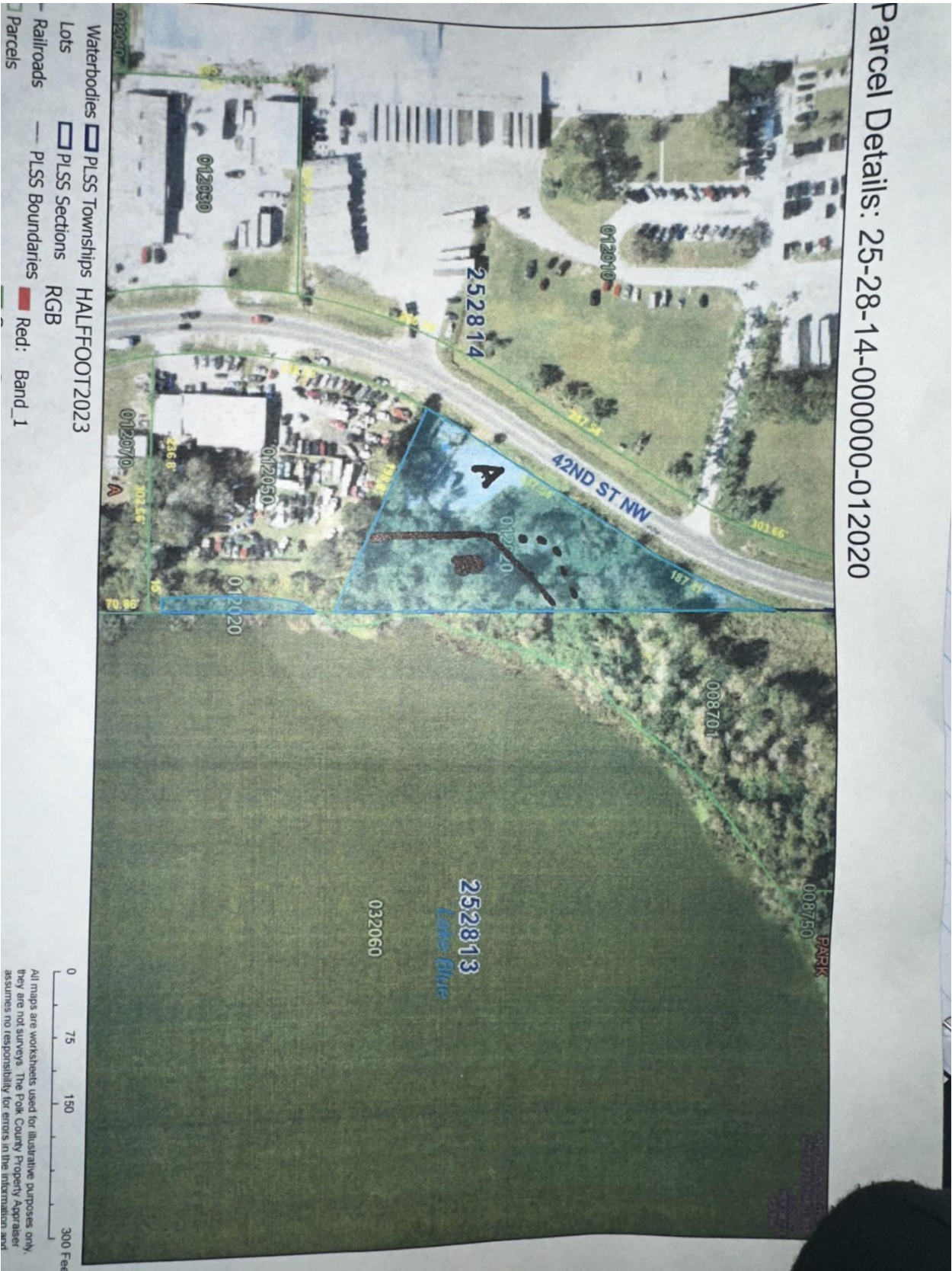
Aerial Imagery (Context)



Aerial Imagery (Close-up)



Site Plan



Wetland Sampling Map