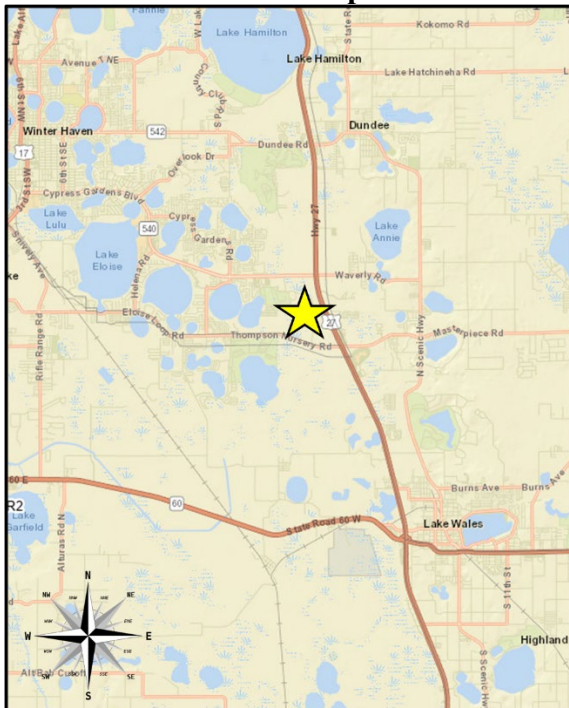


POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

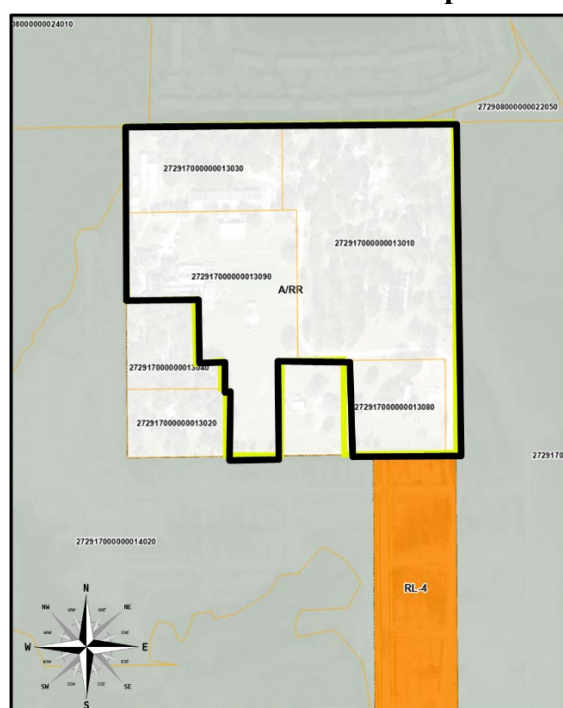
DRC Date:	August 28, 2025	Level of Review:	4
PC Date:	November 5, 2025	Type:	Comprehensive Plan Amendment
BoCC Date:	December 16, 2025	Case Numbers:	LDCPAS-2025-26
Applicant:	Shelton Rice, Peterson and Myers Law Firm	Case Name:	Natural Encounters CPA
		Case Planner:	J.P. Sims, Planner II

Request:	A Future Land Use designation change from Agricultural/Residential Rural (A/RR) to Leisure/Recreation (L/R) on 33 +/- acres.
Location:	The subject property is located south of State Road 540 (Cypress Gardens Boulevard), west of US Highway 27, east of Eloise Loop, north of Thompson Nursery Road, surrounded by the Winter Haven city limits, in Sections 17, Township 29, and Range 27.
Property Owner:	Steve Martin's Natural Encounters Inc.
Parcel Size/number:	33 +/- acres (Parcel #272917-000000-013030, 272917-000000-013090, 272917-000000-013010, 272917-000000-013080)
Development Area:	Rural Development Area (RDA)
Nearest Municipality:	City of Winter Haven
DRC Recommendation:	Approval
Planning Commission Vote:	Approval (7-0)
Public Comment:	Yes
Florida Commerce*	N/A

Location Map



Current Future Land Use Map



Summary

The applicant, Shelton Rice, of Peterson and Myers Law Firm, is requesting a Small-Scale Comprehensive Plan Amendment to change the Future Land Use Designations from Agricultural/Residential Rural (A/RR) to Leisure/Recreation (L/R) on 33-acres of property in the Rural Development Area (RDA). Site is located south of State Road 540 (Cypress Gardens Boulevard), west of US Highway 27, east of Eloise Loop, and north of Thompson Nursery Road, surrounded by Winter Haven city limits, in Sections 17, Township 29, and Range 27. Case is related to LDCT-2025-18, which is a text amendment to prohibit certain uses allowed on the site to limit the intensity for the adjacent multifamily and single-family residential.

Compatibility Summary

This request will be compatible with the surrounding area as Leisure/Recreation is compatible with adjacent residential uses. The developments surrounding the subject site are all residential in nature. It has City of Winter Haven almost completely surrounding the subject site on all sides, with Winter Haven's Neighborhood Subdivision (NSUB) land use to the north and south, and Conservation (CON) to the west and east. Site accesses onto Thomson Nursery Road, an Urban Major Collector, and a requirement of L/R is access to a paved, publicly maintained road with adequate Level of Service (LOS) and available capacity, which it does.

Infrastructure Summary

The subject site is within the Winter Haven Utilities Service Area for water, and wastewater will be handled by on-site septic. This was confirmed by the Utilities GIS. Conservation Way is the road that leads to the site which directly accesses Thomspson Nursery Road, an Urban Major Collector maintained by Polk County, where there is available capacity with close proximity to US Highway 27 to the east. Mass transit is available in the area with the Route 30 for Legoland from Citrus Connection on State Road 540 (Cypress Gardens Boulevard) to the north, with the closest stop to the east at Eagle Ridge Mall. Public safety response times are normal for this part of the County, and school capacity should not be an issue in the future as Leisure/Recreation does not permit development that generates students. The request is compatible with the available infrastructure.

Environmental Summary

The nearest neighborhood park is Waverly Park 4.2 miles northeast of the site driving, and the nearest regional Park is Lake Florence Park 3.7 miles to the northwest of the subject site. Legoland is 7.5 miles driving northwest of the subject site where the Cypress Gardens Conservation Easement is located. The site is comprised of a combination of soils. There are no wetlands or flood zone on site.

Comprehensive Plan

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

- Policy 2.102(A1-A15): Growth Management Policies
- Policy 2.102-A10 Location Criteria
- Policy 2.108(A1-A5): Rural Development Area (RDA)
- Policy 2.121-A: Agricultural/Residential Rural (A/RR)
- Policy 2.115(A-A5): Recreation/Leisure (L/R)

Findings of Fact

Request and Legal Status

- This is an applicant-initiated request for the Future Land Use designation change from Agricultural/Residential Rural (A/RR) to Leisure/Recreation (L/R).
- The subject site is already developed with an Preserve and Wildlife Refuge, and the applicant has indicated that they are wanting to expand their services to include on-site entertainment and educational tours.
- LDCU-2018-52 was the Conditional Use approval that allowed for the site to act as a Breeding, Boarding, and Rehabilitation facility.
- This case is related to LDCT-2025-18, which will prohibit certain uses.

Compatibility

- The existing uses surrounding the site are:
 - North – CITY; multifamily residential, Carlton Arms of Winter Haven
 - West – CITY; conservation. A/RR; single-family residential
 - East – CITY; conservation
 - South – CITY; future single family residential. A/RR; single family residential

Infrastructure

- The zoned schools for the site are South Pointe Elementary, McLaughlin Academy Middle, and Lake Region Senior High School. Site will not generate any students.
- Polk County Fire Rescue Station 44 will be the response unit for fire and Station 18 for EMS. Station 44 is located at 1695 Masterpiece Rd, Lake Wales, with an approximate travel distance of 4.8 miles. Station 18 is located at 2101 Register Rd SE, Winter Haven, with a travel distance of 7.4 miles.
- The subject site is within the Sheriff Department's Central District. The Central District Office is located at 3635 Ave G N.W. in Winter Haven.

- The subject site is connected to City of Winter Haven's Utility Service Area for potable water. However, wastewater will be handled by on-site septic. Per City of Winter Haven, the wastewater lines will be extended along Thompson Nursery Road to accommodate the new residential development.
- Thompson Nursery Road has no sidewalks along its entirety from west to east. There are sidewalks along US Highway 27. Thompson Nursery Road is currently under construction for improvement to widen from US Highway 27 to Lake Ruby Drive, taking it from 2 lanes to 4 with a median.
- Conservation Way is a private road. It is unpaved, with no shoulders or sidewalks. It is currently under construction to improve conditions to accommodate the new residential developments that will access it to Thompson Nursery Road. Conservation Way is anticipated to be relocated and dedicated as a public road when the property to the south is developed.
- The closest mass transit route is the Route 30 Legoland line with Citrus Connection. The closest bus stop to the subject site is at the Eagle Ridge Mall on the east side of US Highway 27.
- The nearest neighborhood park is Waverly Park 4.2 miles northeast of the site driving, and the nearest regional Park is Lake Florence Park 3.7 miles to the northwest of the subject site.

Environmental

- The subject site is relatively flat with a high elevation of 129 feet on the southeast corner of the site and a low of 121 on the northeast corner of the site. It is 125 on the northwest corner.
- There are no wetlands or flood zone on site.
- The soil type for the site is a mix of Sparr sand, Immokalee sand, Pompano fine sand, Holopaw fine sand, Wauchula fine sand, and Satellite sand.
- According to Polk County Endangered Habitat Maps, the subject site is not located within a one-mile radius of an observation of a protected animal species (Source: Florida Department of Environmental Protection, 2015).
- There are no known archeological or historical resources on the subject site per data from the Florida State Historical Commission.
- There are no wells on the subject site and it is not located in a wellfield.
- The site is not within an Airport Impact District.
- On the Polk Green Map, site does not show in the Potential Network Connection.

- There are no Conservation Easements on the subject site.

Comprehensive Plan Policies

- POLICY 2.102-A1 Development Location states that Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing communities.
- POLICY 2.102-A2 Compatibility states that land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other Policies in this Future Land Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.
- POLICY 2.102-A3 Distribution states that development shall be distributed throughout the County consistently with this Future Land Use Element so that the public utility, other community services, and public transit and transportation systems can be efficiently utilized; and compact, high-density and intensity development is located where urban services can be made available.
- POLICY 2.102-A4 Timing states that development of land shall be timed and staged in conjunction with the cost-effective and efficient provision of supporting community services which, at a minimum, shall require compliance with the Plan's Level of Service requirements and the County's concurrency management system.
- POLICY 2.102-A10 Location Criteria states the following factors shall be taken into consideration when determining the appropriateness of establishing or expanding any land use or development area:
 - a. nearness to incompatible land uses and future land uses, unless adequate buffering is provided;
 - b. nearness to agriculture-production areas;
 - c. distance from populated areas;
 - d. economic issues, such as minimum population support and market-area radius (where applicable);
 - e. adequacy of support facilities or adequacy of proposed facilities to be provided by the time of development, including, but are not limited to:
 1. transportation facilities, including but not limited to, mass transit, sidewalks, trails and bikeways;
 2. sanitary sewer and potable water service;
 3. storm-water management;
 4. solid waste collection and disposal;

5. fire protection with adequate response times, properly trained personnel, and proper fire-fighting equipment;
 6. emergency medical service (EMS) provisions; and
 7. other public safety features such as law enforcement;
 8. schools and other educational facilities
 9. parks, open spaces, civic areas and other community facilities
- f. environmental factors, including, but not limited to:
1. environmental sensitivity of the property and adjacent property;
 2. surface water features, including drainage patterns, basin characteristics, and flood hazards;
 3. wetlands and primary aquifer recharge areas;
 4. soil characteristics;
 5. location of potable water supplies, private wells, public well fields; and
 6. climatic conditions, including prevailing winds, when applicable.

- **POLICY 2.108-A1: DESCRIPTION** - Rural-Development Areas (RDA) shall be all unincorporated areas within the County that are not located within a Transit Supportive Development Area, Urban-Growth Area, Suburban-Development Area, or Utility-Enclave Area. Development in these areas is characterized by large open areas, agricultural use, with scattered development and rural centers. Services are limited and mostly found in the rural centers and clustered developments.
- **POLICY 2.108-A2: DESIGNATION AND MAPPING** - The Future Land Use Map Series shall designate and map Rural-Development Area base areas for those areas of the County meeting the general characteristics of this Section.
- **POLICY 2.108-A3: LAND USE CATEGORIES** - The following land use categories shall be permitted within Rural-Development Areas:
 - a. **ACTIVITY CENTERS:** Rural-Cluster Centers, and Tourism Commercial Centers shall be permitted within RDAs in accordance with applicable criteria.
 - b. **RESIDENTIAL:** Rural Residential Districts (Section 2.121) and Rural Cluster Center (RCC) shall be permitted within RDA's in accordance with applicable criteria.
 - c. **OTHER:** Linear Commercial Corridors, Commercial Enclaves, Industrial, Business Park Centers, Office Centers, Phosphate Mining, Leisure/Recreation, Agricultural/Residential-Rural, Recreation and Open Space, Preservation, Institutional.

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

- **POLICY 2.108-A4: OVERLAY DISTRICTS** - All Overlay Districts shall be permitted within RDAs in accordance with applicable criteria.
- **POLICY 2.108-A5: DEVELOPMENT CRITERIA** - Development within RDAs shall be guided by the following criteria:

- a. The detailed criteria listed for each land use category permitted within the Rural-Development Area;
 - b. Elementary, middle and high schools and other community facilities and essential services will be allowed as conditional use, in accordance with the guidelines of the County's Land Development Code; and
 - c. Be designed to facilitate the provision of public safety services (i.e., fire, EMS and law enforcement).
 - d. Connect to public sewer as required by the Nutrient Restoration Plan Overlay.
- **POLICY 2.108-A6: MONITORING** - The County shall monitor the amount and rate of development in the "Rural-Development Area." The Board of County Commissioners shall take action to amend the Comprehensive Plan to limit development in the Rural-Development Area should RMD development exceed 18 over a three year period. This evaluation shall occur once after the third year of Plan implementation and at every evaluation and appraisal report cycle. If the number of RMDs exceed 18 after the first three year period, or 6 for any year after the initial three year period, Polk County shall amend the Comprehensive Plan as follows:
 - a. adopt a cap on the number of RRDs and RMDs that can occur in the Rural-Development Area in any given year;
 - b. adopt locational and/or spacing criteria for RRDs and RMDs; or
 - c. provide DEO with additional data and analysis to justify why development in the Rural-Development Area has exceeded historical trends.
- **POLICY 2.121-A2: DEVELOPMENT CRITERIA** - Development within designated A/RR areas shall conform to:
 - a. Residential density of one dwelling unit per five acres (1 DU/5 AC). Density may be adjusted based on the actual size of the section. A property outside of the Green Swamp Area of Critical State of Concern, may be considered five acres if it is one one-hundred and twenty-eighth (1/128) the section size for sections less than six hundred forty acres (640 acres). This includes counting to the centerline of local and collector roads.
 - b. Farmworker housing under specific design parameters listed in the Land Development Code not to exceed sixteen (16) workers per acre.
 - c. Utility structures for the storage of farm equipment and to conduct normal farm operations, to include on-site packing and other on-site agricultural-support activities typical of those uses listed in Policy 2.125-L1.a-d, provided that such activity is subordinate and accessory to the principal agricultural use. (Agricultural equipment may be used off-site.)
 - d. Structures for the sale of agricultural products grown or raised on the premises, provided that such sales activity is subordinate and accessory to the principal agricultural use.
 - e. The permitted uses of:
 - 1.Rural Residential Development (RRD), and
 - 2.Rural Mixed-Use Development (RMD).

- f. Institutional uses, Community Facilities and essential services will be allowed as conditional uses, in accordance with policies of this Plan and the guidelines of the County's Land Development Code.
- g. Properties adjacent to SR 17 shall be allowed densities and/or intensities up to the maximum allowed in this land use category (2 dwelling units per acre) as a permitted use without requiring a public hearing provided the development meets all the criteria established in Section 2.124-H for Scenic Highways and the Scenic Highway development regulations within the Land Development Code. At a minimum, all development shall:
 - 1. Connect to a centralized potable water supply, and
 - 2. Provide no less than 30% open space throughout the development with at least 70% of that open space dedicated to scenic vista preservation, either along the highway or through the property to a distant view beyond the property boundary. This open space shall be set aside as conservation in perpetuity via a binding legal instrument which prohibits future development within the established boundaries.
- **POLICY:2.121-A3: RRD & RMD PERMITTED USES** - The permitted uses of RRD and RMD shall meet the development criteria and conditions of Sections 1.121-B and 1.121-C and receive development approval as specified within the County's land-development regulations which shall include the following guidelines for consideration of such approval:
 - a. When approving an RRD or RMD permitted use consideration shall be given to all relevant facts and circumstances, including, but not limited to: 1. the functional and proximate relationship between the proposed development and other development, 2. the compatibility of the development with existing agricultural activities, 3. the displacement of on-going economically viable agricultural activities, 4. whether the development is premature, and 5. consistency with the goals and objectives of this Comprehensive Plan.
 - b. The County shall encourage design standards for RRDs and RMDs which promote development consistent with the rural character of the area.
 - c. RRD and RMD developments shall comply with the following:
 - 1. The maximum number of dwelling units to be approved for a RRD/RMD project shall be calculated based upon the entire RRD/RMD site area (including the minimum 50% reservation area) with the total permitted dwelling units to be clustered on the non-reservation portion of the site.
 - 2. RRD/RMD dwelling unit calculations shall not be affected by wetlands, or other lands having similar special-density designations, and therefore, special non-RRD/RMD on-site density transfers (such as for wetlands) shall not be permitted within an RRD/RMD project since the entire RRD/RMD concept is already based upon on-site density transfers to preserve no less than one-half of the project site.
 - 3. The RRD/RMD binding site plan, approved through the development-review process specified in Policies 2.121-B3.b and 2.121-C3.d, shall first include in the reservation area environmentally sensitive lands, such as wetlands and scrub or other endangered habitats, before setting aside lands for other reasons such as open space or continued agricultural uses.

- POLICY 2.121-A4: AGRICULTURE - The following Agricultural policies shall apply within Polk County:
 - a. Agricultural uses, unless further restricted by development regulations, shall be permitted within any future land use category, and a future land use designation shall not be grounds for denial of a "greenbelt" tax exemption claim if the property is used primarily for bona fide agricultural purposes in accordance with Section 193.461, FS.
 - b. Agricultural activities within an A/RR classification shall not be deemed inconsistent or incompatible with, or a nuisance to, development.
 - c. All development within an A/RR classification shall be designed in a manner compatible with adjacent agricultural activities, including the provision of adequate buffering.
 - d. Agricultural activities shall be given priority when making land use decisions within A/RR areas.
 - e. Polk County shall not duplicate the regulation of those aspects of agricultural activities that are adequately regulated by other governmental agencies, as determined by the Board of County Commissioners.
 - f. Land within areas designated as A/RR or Residential-Suburban (RS) may be used by family members of the property owner for use as a permanent residence at densities higher than that permitted by the A/RR or RS land use classification, upon approval by the Board of County Commissioners - but not to exceed a density of one dwelling unit per acre (1 DU/AC) and the minimum lot size shall be one acre. This provision is intended to promote the perpetuation of the family farm by making it possible for family members to both work and reside on the property devoted to agricultural uses.
 - g. In furtherance of Policy 2.402-A4, and to address the agricultural land use issues created by the devastating December 1989 freeze, the Polk County Land Development Division, and the Economic Development Council, shall work with organizations representing the commercial agricultural industry in Polk County, including, but not limited to, Florida Citrus Mutual, Florida Cattlemen's Association (Polk County), and Florida Farm Bureau Federation (Polk County) in order to coordinate the future land use needs of that industry.

- POLICY 2.115-A1: CHARACTERISTICS - Leisure/Recreation (L/R) areas are grounds and facilities oriented primarily toward providing recreational-related services for residents and short-term visitors to Polk County. These include, but are not limited to: fish camps, lodges and retreats, recreational-vehicle (RV) parks, retirement mobile home parks, golf courses, and accessory minor commercial uses necessary to support these facilities, such as bait shops and convenience stores.

- POLICY 2.115-A2: DESIGNATION AND MAPPING - Leisure/ Recreation lands shall be designated and mapped on the Future Land Use Map Series as "Leisure/Recreation" or "L/R"; and may include existing commercial recreation sites which are not included within an Activity Center, Linear Commercial Corridor, or Commercial Enclave. L/R shall also include recreation and retirement accommodations, resorts, and communities.

- POLICY 2.115-A3: LOCATION CRITERIA - Retirement, recreation, leisure, and associated commercial development shall occur within designated L/R Areas. The following factors shall be taken into consideration when determining the appropriateness of establishing new L/R areas:
 - a. Accessibility to arterial or collector roadways, with consideration being given to regional transportation issues for L/R developments supported by a regional or national market.
 - b. Proximity to recreational attractions that would support the proposed development, to include, but not limited to: recreational water bodies, governmental recreational facilities, natural amenities, or other regional tourist attractions.
 - c. Economic issues, such as minimum population support and market area radius (where applicable).
 - d. The locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10.

- POLICY 2.115-A4: DEVELOPMENT CRITERIA - Development within a L/R area shall conform to the following criteria:
 - a. Permitted uses include, but are not limited to: retirement communities, marinas, fish camps, lodges and retreats, recreational-vehicle (RV) parks, golf courses, and accessory minor retail commercial uses necessary to support these facilities, such as bait shops and convenience stores.
 - b. Minor retail commercial uses within a L/R area shall be sized primarily for the purpose of serving the short-term visitor to Polk County, or supporting the active-recreational or leisure uses within the L/R area. No more than 7% of the net usable land within a specific L/R area shall be used for commercial uses.
 - c. L/R sites shall be designed to provide:
 - 1. Adequate parking to meet the present and future demands of the use and overflow parking designated and maintained for peak season events so as to prevent parking from encroaching upon public thoroughfares;
 - 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; and
 - 3. Direct access to a paved publicly maintained road with adequate level-of-service (LOS) capacity.
 - d. Permitted lodging densities within the L/R are separated into three categories as follows:
 - Type A Leisure/Recreation - Permitted in all development areas, lodging densities may not exceed one dwelling unit per five acres (1 du/5 ac.) if there is no centralized community or public potable water system. Housing densities may reach two dwelling units per acre (2 du/ac.) if there is centralized community or public water provided. With central water and sewer, housing densities may reach four units per acre (4 du/ac.). A minimum of 50% open space is required within a Type A L/R development.

- Type B Leisure/Recreation - Permitted in TSDA, UGA, UEA and SDA, lodging structures may not exceed four (4) dwelling units attached. Lodging densities may not exceed one dwelling unit per five acres (1 du/5 ac.) if there is no centralized community or public potable water system. Lodging densities may reach three dwelling units per acre (3 du/ac.) if there is centralized community or public water provided. With central water and sewer, lodging may reach six units per acre (6 du/ac.).
 - Type C Leisure/Recreation - Permitted only in TSDA and UGA. Community or public central water and sanitary sewer connection is mandatory. All types of lodging structures are permitted up to a maximum density of ten lodging units per acre (10 du/ac.) A minimum of 20% open space is required within a Type C L/R development. Type C recreational facilities are not permitted in the Green Swamp Area of Critical State Concern.
 - RV parks permitting stays in excess of 30 days shall count each RV space as a unit in accordance with the density limits established above. Camping facilities that incorporate RV spaces within them shall not be considered as units towards the density calculations provided stays in excess of 30 days are prohibited within them.
- POLICY 2.115-A5: ADJACENT DEVELOPMENT - Subject to the criteria and requirements of Section 2.125-C relating to Transitional Areas, development adjacent to an L/R may include the following uses: Residential, Institutional, or Open Space.

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 2025-26**.

Planning Commission Recommendation: On November 5, 2025, in an advertised public hearing, the Planning Commission voted 7:0 to **recommend APPROVAL of LDCPAS-2025-26**.

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

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

***NOTE:** Issuance of a development permit by the county does not in any way create any rights on the part of the applicant to obtain a permit from a state or federal agency and does not create any liability on the part of the county for issuance of the permit if the applicant fails to obtain requisite*

approvals or fulfill the obligations imposed by a state or federal agency or undertakes actions that result in a violation of state or federal law.

Analysis

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

Surrounding Uses

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

Table 1 Surrounding Uses

Northwest CITY; Carlton Arms apartment complex	North CITY; Carlton Arms apartment complex	Northeast CITY; Carlton Arms apartment complex
West CITY; conservation	Subject Site A/RR; Natural Encounters Inc	East CITY; conservation
Southwest CITY; single-family residential	South CITY; single-family residential	Southeast CITY; single-family residential

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

Compatibility with the Surrounding Uses

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

A. Land Uses

The purpose of RDA's is to provide areas for rural activities such as agricultural uses, mining activities, and rural residential development. RDA's include those areas of the County that are not located within a TSDA, UGA, SDA, or UEA.

The request is a Future Land Use designation that is compatible with the surrounding area. In Section 2.108-A3 of the Comprehensive Plan, Leisure/Recreation is allowed within the RDA and

Policy 2.115-A5 of the Comprehensive Plan states that Residential can be adjacent to Leisure/Recreation. In this instance, there is residential to the north and south of the subject site within the city limits of Winter Haven. There will also be three remaining parcels adjacent to the subject site that reside within the Agricultural/Residential Rural (A/RR) Future Lane Use that are not going to be changed. They currently have single family residential development on site.

The Preserve and Wildlife Refuge currently developed on site was approved with Conditional Use LDCU-2018-52, which was approved by the Board of County Commissioners on April 16, 2019. This allowed for the site to exist as a Breeding, Boarding, and Rehabilitation Facility. The Conditional Use will remain in effect even with the Future Land Use change to L/R as this use is still not an allowable use within the new land use.

B. Infrastructure

The subject site will be serviced by City of Winter Haven's Utility Service Area for potable water. The Utilities GIS confirms that the water lines run adjacent to the west end of the subject site. However, wastewater will be handled by on-site septic. The site directly accesses onto Thompson Nursery Road (Urban Major Collector), which is near US Highway 27 (Urban Principal Arterial) to the east. There is available transportation capacity on Thompson Nursery Road and US Highway 27 on this link. Public safety response times are normal for this part of the County. While there is capacity within the schools, this area has developed as non-residential, so student generation will not occur. The request is compatible with the available infrastructure.

The road that accesses the site, Conservation Way, is a private road that is currently unpaved and has no sidewalks or shoulders. However, after a site visit from staff, the road is currently under construction to improve and widen the road to accommodate the new residential development that will also be accessing Conservation Way. Conservation Way is anticipated to be relocated and dedicated as a public road when the property to the south is developed. Conservation Way accesses directly onto Thompson Nursery Road, which is also approved for improvement to widen it from a 2-lane undivided road to a 4-lane road with a median.

Nearest Elementary, Middle, and High School

The schools zoned for the subject property are the zoned schools listed in Table 2 below. Per the requirements in Chapter 7 of the Land Development Code, the applicant will have to work out capacity for any development request with the school board. The related case to this, LDCT-2025-18, acts to prohibit certain uses on site. None of the uses remaining will allow for residential development, so no student generation will occur even with the land use change.

Table 2 School Information

Name of School	Annual Estimated Demand	% Capacity 2024-2025 School Year	Average driving distance from subject site
South Pointe Elementary School	0 student	48%	6.3 miles
McLaughlin Academy Middle	0 student	88%	7.3 miles
Lake Region Senior High School	0 student	61%	9.4 miles

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

It is important to note that the subject site will not generate any students as it is built out for recreation/leisure purposes.

Nearest Sheriff, Fire, and EMS Station

Table 3 below displays that the nearest Sheriff District office and Fire/EMS stations. Sheriff response times are not as much a function of the distance to the nearest sheriff's substation, but more a function of the overall number of patrol officers within the County.

Table 3 Public Safety Information

	Name of Station	Distance Response Time*
Sheriff	Central District Command Unit (3635 Ave G N.W., Winter Haven, FL)	12.7 +/- miles Priority 1 – 8:11 Priority 2 – 22:25
Fire/ EMS	Station #44 (1695 Masterpiece Road, Lake Wales)	4.8 +/- miles

Source: Polk County Sheriff's Office & Polk County Fire Rescue. Response times for October 2025.

Water and Wastewater

A. Estimated Demand

The subject site is within the City of Winter Haven's Utility Service Area for potable water. A representative from City of Winter Haven did confirm that a water line runs along the western edge of the subject site and it is connected, but no wastewater lines are adjacent. However, the wastewater lines will be extended along Thompson Nursery Road to accommodate the new residential developments. The site currently uses septic. The proposed L/R would theoretically use more water and produce more wastewater than the current land use of A/RR.

Table 4 Estimated Water and Sewer Impact Analysis

Permitted Intensity	Maximum Permitted in Existing Land Use A/RR w/ PD	Maximum Allowable in Proposed L/R
33 +/-acres 1,437,480sq ft	33 acres x 1 du/ac = 33 du	33 acres x 4 du/ac for RV units = 132 du
Potable Water Consumption	33 du X 360 GPD= 11,880 GPD	132 du X 198 GPD = 26,136 GPD
Wastewater Generation	33 du X 270 GPD = 8,910 GPD	26,136 X 80% = 20,909 GPD

Source: Concurrency Manual: RL for single family residence is 360 GPD for water and 270 GPD for wastewater, RV Park is LDA for L/R with 198 GPD for water and 80% of water for sewer.

B. Service Provider

The subject site is within the City of Winter Haven's Utility Service Area for water, but the wastewater will be handled by septic. There is a Distribution Main Line for water that runs north to south on the west side of the subject property along the parcel edge. Site is connected to water as was confirmed by a City of Winter Haven representative.

C. Available Capacity

Information is not available for capacity as the water and wastewater is handled by City of Winter Haven Utilities. Staff requested information but it was not available at the time this report was submitted.

D. Planned Improvements

There are no improvements planned at this time.

Roadways/Transportation Network

A. Estimated Demand

Table 5, following this paragraph, shows the Average Annual Daily Trip (AADT) rate and the PM Peak hour trip rate. The Future Land Use change may result in higher trips.

Table 5 Estimated Transportation Impact Analysis

Permitted Intensity	Maximum Permitted in Existing Land Use A/RR w/ PD	Maximum Allowable in Proposed L/R
33 +/-acres 99,317 sq ft	33 acres X 1du/ac = 3 du	33 acres x 4 du/ac = 132 du
Average Annual	33 du X 7.81 AADT = 258 Trips (100% New Trips)	132 du X 3.55 AADT = 417 Trips (89% New Trips)
PM Peak	33 du X 1 PM Peak = 33 Trips (100% New Trips)	132 du X 0.29 PM Peak = 34 Trips (89% New Trips)

Source: Concurrency Manual and Table for Minor Traffic Study –Agricultural/Residential Rural (A/RR) Single Family Detached Housing at 7.81 AADT and 1 PM Peak Hours (100% new trips), and Recreational Homes at 3.55 AADT and 0.29 Peak Hours (89% new trips).

B. Available Capacity

The roads surrounding the subject site have sufficient PM Peak capacity available for a non-residential development. There is currently a Preserve and Wildlife Refuge developed on the site. The road accessing the site Thomson Nursery Road, has available capacity. The table after this paragraph provides the current PM Peak Hour capacities of the nearby road links.

Table 6					
Link #	Road Name	Current LOS	Available Capacity	Minimum LOS Standard	Projected Five Year LOS
4160E	THOMPSON NURSERY ROAD (COUNTY ROAD 653 TO US 27)	C	212	D	C
4160W		C	189	D	C
5104N	US 27 (TOWERVIEW BOULEVARD TO STATE ROAD 540)	C	964	D	C
5104S		C	1044	D	C

Source: Polk Transportation Planning Organization, Roadway network Database 2025

C. Roadway Conditions

Thompson Nursery Road is an Urban Collector with available capacity in both directions. Thompson Nursery Road has a PCI rating of Good on this Road Link. US Highway 27 is

maintained by the state so conditions are not tracked by Polk County. The condition of the roadways and the LOS change over time. The conditions are addressed when development accesses a road during the Level 2 Review. LOS is a tool that can limit the intensity of a development. Conservation Way is privately owned, unpaved, and has no sidewalks. Conservation Way is anticipated to be relocated and dedicated as a public road when the property to the south is developed.

D. Sidewalk Network

There are no sidewalks running west to east along Thompsen Nursery Road, but there are sidewalks that run north to south along the west side of US Highway 27 east of the subject site.

E. Planned Improvements:

Thompson Nursery Road is currently under construction for improvement to widen from US Highway 27 to Lake Ruby Drive, taking it from 2 lanes undivided to 4 lanes with a median.

F. Mass Transit

Mass transit is available in the area with the Route 30 for Legoland from Citrus Connection on State Road 540 (Cypress Gardens Boulevard) to the north, with the closest stop to the east at Eagle Ridge Mall.

Park Facilities:

The following analysis is based on public recreation facilities.

A. Location:

The nearest neighborhood park is Waverly Park 4.2 miles northeast of the site driving, and the nearest regional Park is Lake Florence Park 3.7 miles to the northwest of the subject site.

B. Services:

Waverly Park has a cricket pitch, an athletic field and basketball courts. You will also find a playground, restrooms, picnic tables and picnic shelters. Lake Florence Park has a dock and boat launch site.

C. Multi-use Trails:

The closest free hiking trail is the Lake Gwyn Park which is 7.9 miles to the west of the subject site.

D. Environmental Lands:

This site contains no County owned environmental lands. The closest environmental lands to the site is the Barbara Pederson Wildlife Preserve. It is part of the Green Horizons Land Trust, 2.5 miles to the northeast of the subject site.

E. Planned Improvements:

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

Environmental Conditions

A. Surface Water:

There is no surface water on the subject site. On the Polk Green Map, site does not show in the Potential Network Connection. There are no Conservation Easements on the site as well.

B. Wetlands/Floodplains:

There are no wetlands or floodplains on the subject site. There is Flood Zone AE to the west of the subject site. Site is not part of the Polk Green Network Connection and does not have a Conservation Easement on site.

C. Soils:

The subject site is comprised of a mix of soil types as listed in Table 8 following this paragraph. According to the soil survey of Polk County, the soil is comprised of a variety that could prove difficult for development.

Table 8

Soil Name	Septic Tank Absorption Field Limitations	Limitations to Dwellings w/o Basements	% of Site (approximate)
Sparr sand, 0 to 5 percent slopes (14)	Severe: wetness, poor filter	Moderate: wetness	50.9
Immokalee sand (21)	Severe: wetness	Severe: wetness	1.4
Pompano fine sand (30)	Severe: wetness, poor filter	Severe: wetness	21.8
Holopaw fine sand, frequently ponded, 0 to 1 percent slopes (33)	Severe: ponding, poor filter	Severe: ponding	2.0
Wauchula fine sand (40)	Severe: wetness, percs slowly	Severe: wetness	1.2
Satellite sand, 0 to 2 percent slopes (77)	Severe: wetness, poor filter	Severe: wetness	22.7

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

D. Protected Species

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

E. Archeological Resources:

According to the Florida Department of State, Division of Historical Resources, there are no archeological sites listed in the Florida Master Site File.

F. Wells (Public/Private)

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

G. Airports:

The site is not within an Airport Impact District.

Economic Factors:

The development of this site does not negatively affect the economy of the County. It does provide a place for educational purposes as a functioning Preserve and Wildlife Refuge.

Consistency with the Comprehensive Plan

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

Table 8 Comprehensive Plan and Land Development Code

Comprehensive Plan Policy	Consistency Analysis
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 Comprehensive Plan permits a variety of different Future Land Use designations in urban areas and contribute to a combination of mixed uses. Recreation/Leisure (R/L) would be compatible with the surrounding area, as residential uses are allowable next to R/L per Policy 2.115-A5.

Comprehensive Plan Policy	Consistency Analysis
<p>POLICY 2.102-A1: DEVELOPMENT LOCATION – Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing Communities.</p>	<p>The lands surrounding the subject site are a mix of multifamily to the north, single-family to the south, and conservation to the east and west. There are three single family homes remaining within the A/RR FLU that will border the site. Site is almost completely surrounded by the city limits of Winter Haven. City of Winter Haven Utilities are available in this area for water, but wastewater will be handled by onsite septic. This request is consistent with this policy.</p>
<p>POLICY 2.102-A4: TIMING - The development of land shall be timed and staged in conjunction with the cost-effective and efficient provision of supporting community services which, at a minimum, shall require compliance with the Plan's Level of Service requirements and the County's concurrency management system.</p>	<p>The request is consistent with this policy as the site has already been developed with the attraction for some time. The Future Land Use change simply allows to operate under a conformity that would give them potential expansion opportunities in the future. There is ample connectivity to water and electricity. Site is connected to water as was confirmed by a City of Winter Haven employee. Fire is close by with low response times, while Sheriff is close enough to not be an issue. None of the three schools that are zoned for the site are at capacity, which is not an issue since the site is non-residential. The overall parcel does not contain wetlands or floodplains.</p>
<p>POLICY 2.102-A10: LOCATION CRITERIA - The following factors shall be taken into consideration when determining the appropriateness of establishing or expanding any land use or development area:</p> <ul style="list-style-type: none"> 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. 	

Comprehensive Plan Policy	Consistency Analysis
<p>POLICY 2.108-A1: DESCRIPTION - Rural-Development Areas (RDA) shall be all unincorporated areas within the County that are not located within a Transit Supportive Development Area, Urban-Growth Area, Suburban-Development Area, or Utility-Enclave Area. Development in these areas is characterized by large open areas, agricultural use, with scattered development and rural centers. Services are limited and mostly found in the rural centers and clustered developments.</p> <p>POLICY 2.108-A2: DESIGNATION AND MAPPING - The Future Land Use Map Series shall designate and map Rural-Development Area base areas for those areas of the County meeting the general characteristics of this Section.</p> <p>POLICY 2.108-A3: LAND USE CATEGORIES - The following land use categories shall be permitted within Rural-Development Areas:</p> <ul style="list-style-type: none"> o a. ACTIVITY CENTERS: Rural-Cluster Centers, and Tourism Commercial Centers shall be permitted within RDAs in accordance with applicable criteria. o b. RESIDENTIAL: Rural Residential Districts (Section 2.121) and Rural Cluster Center (RCC) shall be permitted within RDA's in accordance with applicable criteria. o c. OTHER: Linear Commercial Corridors, Commercial Enclaves, Industrial, Business Park Centers, Office Centers, Phosphate Mining, Leisure/Recreation, Agricultural/Residential-Rural, Recreation and Open Space, Preservation, Institutional. <p>Note: Some land use categories are only allowed in adopted Selected Area Plans, special areas or neighborhood plans as specified in Section 2.109.</p> <p>POLICY 2.108-A4: OVERLAY DISTRICTS - All Overlay Districts shall be permitted within RDAs in accordance with applicable criteria.</p> <p>POLICY 2.108-A5: DEVELOPMENT CRITERIA - Development within RDAs shall be guided by the following criteria:</p> <ul style="list-style-type: none"> o a. The detailed criteria listed for each land use category permitted within the Rural-Development Area; 	<p>Leisure/Recreation (L/R) is an allowable use in the Rural Development Area (RDA). There is ample infrastructure available in the area to support this land use with connections to water, with septic handled on site. Sidewalks run north to south along the nearby US Highway 27, but none along Thompson Nursery Road, the accessing road to the site. Thompson Nursery Road is an Urban Collector road with available capacity. Conservation Way is a private road that is currently unpaved. It has no sidewalks or shoulders, but is currently under construction to accommodate new residential development. Conservation Way is anticipated to be relocated and dedicated as a public road when the property to the south is developed. There are emergency services, parks, education, mass transit, and multifamily residential development closeby at Carlton Arms. The subject site just barely sits within the TCCO Corridor which allows for higher density developments.</p>

Comprehensive Plan Policy	Consistency Analysis
<ul style="list-style-type: none"> o b. Elementary, middle and high schools and other community facilities and essential services will be allowed as conditional use, in accordance with the guidelines of the County's Land Development Code; and o c. Be designed to facilitate the provision of public safety services (i.e., fire, EMS and law enforcement). o d. Connect to public sewer as required by the Nutrient Restoration Plan Overlay. <p>POLICY 2.108-A6: MONITORING - The County shall monitor the amount and rate of development in the "Rural-Development Area." The Board of County Commissioners shall take action to amend the Comprehensive Plan to limit development in the Rural-Development Area should RMD development exceed 18 over a three year period. This evaluation shall occur once after the third year of Plan implementation and at every evaluation and appraisal report cycle. If the number of RMDs exceed 18 after the first three year period, or 6 for any year after the initial three year period, Polk County shall amend the Comprehensive Plan as follows:</p> <ul style="list-style-type: none"> o a. adopt a cap on the number of RRDs and RMDs that can occur in the Rural-Development Area in any given year; o b. adopt locational and/or spacing criteria for RRDs and RMDs; or o c. provide DEO with additional data and analysis to justify why development in the Rural-Development Area has exceeded historical trends. 	
<p>POLICY 2.115-A1: CHARACTERISTICS - Leisure/Recreation (L/R) areas are grounds and facilities oriented primarily toward providing recreational-related services for residents and short-term visitors to Polk County. These include, but are not limited to: fish camps, lodges and retreats, recreational-vehicle (RV) parks, retirement mobile home parks, golf courses, and accessory minor commercial uses necessary to support these facilities, such as bait shops and convenience stores.</p> <p>POLICY 2.115-A2: DESIGNATION AND MAPPING - Leisure/ Recreation lands shall be designated and mapped on the Future Land Use Map Series as "Leisure/Recreation" or "L/R"; and may include existing commercial recreation sites which are not included within an Activity Center, Linear</p>	<p>The subject site is currently designated as Agricultural/Residential Rural (A/RR), which is also an allowable use in the RDA and abuts appropriate land uses. The site already has a Preserve and Wildlife Refuge attraction developed on it and is abutting single family residences to the south and multifamily to the north. The request is to change the future land use to Leisure/Recreation (L/R). Site has direct access from Conservation Way onto Thompson Nursery Road, an Urban Major Collector, with close proximity to US Highway 27, a Principal Arterial. Legoland is nearby to the northwest of the subject site.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>Commercial Corridor, or Commercial Enclave. L/R shall also include recreation and retirement accommodations, resorts, and communities.</p> <p>POLICY 2.115-A3: LOCATION CRITERIA - Retirement, recreation, leisure, and associated commercial development shall occur within designated L/R Areas. The following factors shall be taken into consideration when determining the appropriateness of establishing new L/R areas:</p> <ul style="list-style-type: none"> o a. Accessibility to arterial or collector roadways, with consideration being given to regional transportation issues for L/R developments supported by a regional or national market. o b. Proximity to recreational attractions that would support the proposed development, to include, but not limited to: recreational water bodies, governmental recreational facilities, natural amenities, or other regional tourist attractions. o c. Economic issues, such as minimum population support and market area radius (where applicable). o d. The locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10. <p>POLICY 2.115-A4: DEVELOPMENT CRITERIA - Development within a L/R area shall conform to the following criteria:</p> <ul style="list-style-type: none"> o a. Permitted uses include, but are not limited to: retirement communities, marinas, fish camps, lodges and retreats, recreational-vehicle (RV) parks, golf courses, and accessory minor retail commercial uses necessary to support these facilities, such as bait shops and convenience stores. o b. Minor retail commercial uses within a L/R area shall be sized primarily for the purpose of serving the short-term visitor to Polk County, or supporting the active-recreational or leisure uses within the L/R area. No more than 7% of the net usable land within a specific L/R area shall be used for commercial uses. o c. L/R sites shall be designed to provide: <ul style="list-style-type: none"> <input type="checkbox"/> 1. Adequate parking to meet the present and future demands of the use and overflow parking designated and maintained for peak season events so as to prevent parking from encroaching upon public thoroughfares; <input type="checkbox"/> 2. Buffering where the effects of lighting, noise, odors, and other such factors would adversely affect adjacent land uses. Parking lots, loading areas, 	

Comprehensive Plan Policy	Consistency Analysis
<p>dumpsters, utilities and air conditioning units, signage, etc. are examples of facilities which may require special buffering provisions; and</p> <ul style="list-style-type: none"> □ 3. Direct access to a paved publicly maintained road with adequate level-of-service (LOS) capacity. o d. Permitted lodging densities within the L/R are separated into three categories as follows: <ul style="list-style-type: none"> □ Type A Leisure/Recreation - Permitted in all development areas, lodging densities may not exceed one dwelling unit per five acres (1 du/5 ac.) if there is no centralized community or public potable water system. Housing densities may reach two dwelling units per acre (2 du/ac.) if there is centralized community or public water provided. With central water and sewer, housing densities may reach four units per acre (4 du/ac.). A minimum of 50% open space is required within a Type A L/R development. □ Type B Leisure/Recreation - Permitted in TSDA, UGA, UEA and SDA, lodging structures may not exceed four (4) dwelling units attached. Lodging densities may not exceed one dwelling unit per five acres (1 du/5 ac.) if there is no centralized community or public potable water system. Lodging densities may reach three dwelling units per acre (3 du/ac.) if there is centralized community or public water provided. With central water and sewer, lodging may reach six units per acre (6 du/ac.). □ Type C Leisure/Recreation - Permitted only in TSDA and UGA. Community or public central water and sanitary sewer connection is mandatory. All types of lodging structures are permitted up to a maximum density of ten lodging units per acre (10 du/ac.) A minimum of 20% open space is required within a Type C L/R development. Type C recreational facilities are not permitted in the Green Swamp Area of Critical State Concern. □ RV parks permitting stays in excess of 30 days shall count each RV space as a unit in accordance with the density limits established above. Camping facilities that incorporate RV spaces within them shall not be considered as units towards the density calculations provided stays in excess of 30 days are prohibited within them. <p>POLICY 2.115-A5: ADJACENT DEVELOPMENT - Subject to the criteria and requirements of Section 2.125-C relating to Transitional Areas, development</p>	

Comprehensive Plan Policy	Consistency Analysis
adjacent to an L/R may include the following uses: Residential, Institutional, or Open Space.	

Urban Sprawl Analysis

After analyzing the primary indicators of Urban Sprawl per *Policy 2.109-A10* of the Polk County Comprehensive Plan, it is apparent that the proposed request is not considered urban sprawl based on these criteria and it is permitted in the designated area. Table 9 (below) depicts the Urban Sprawl Criteria used by staff as indicators of Urban Sprawl.

Table 9 Urban Sprawl Criteria

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

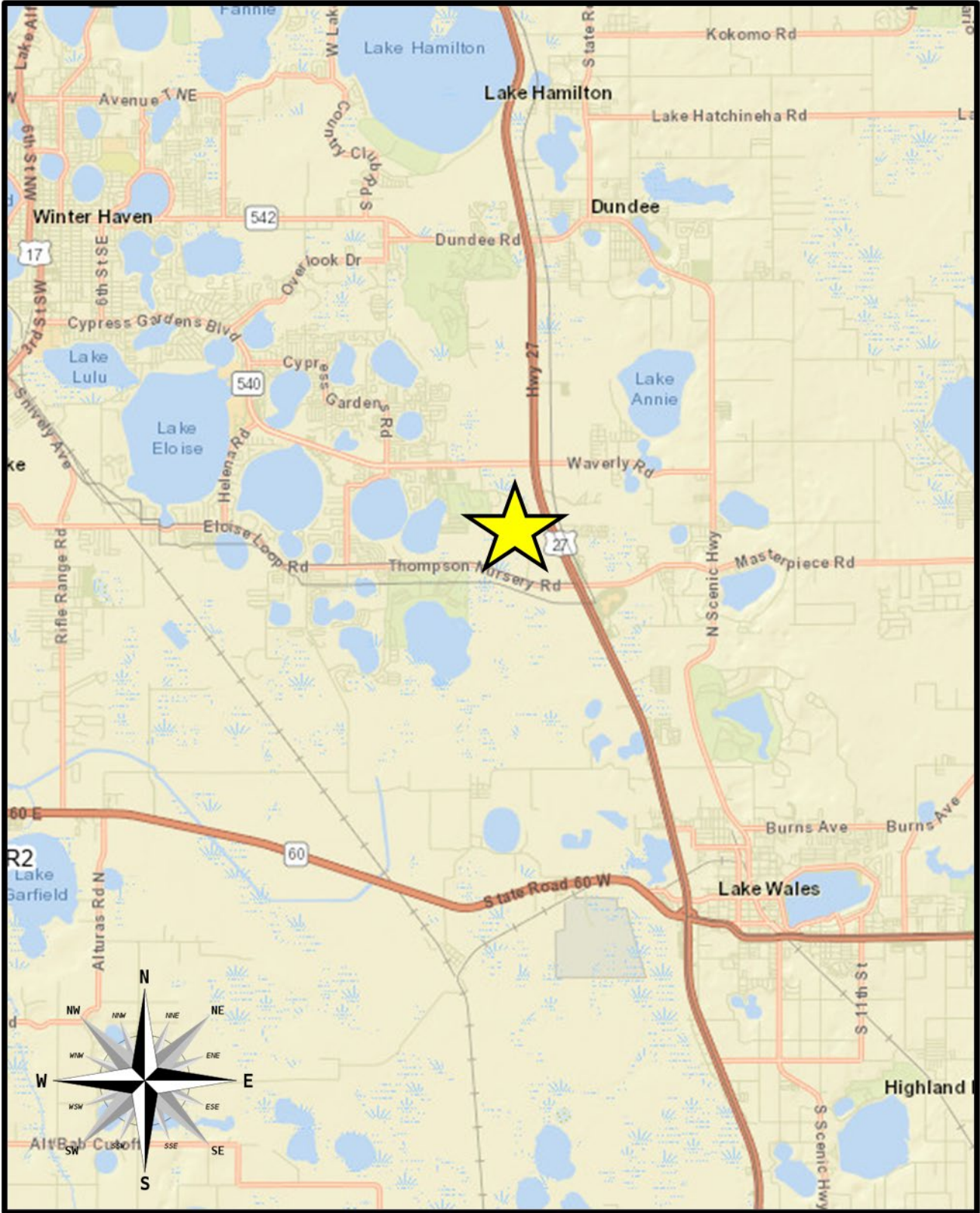
Comments from other agencies

City of Winter Haven was contacted regarding this project and they had no comments or concerns

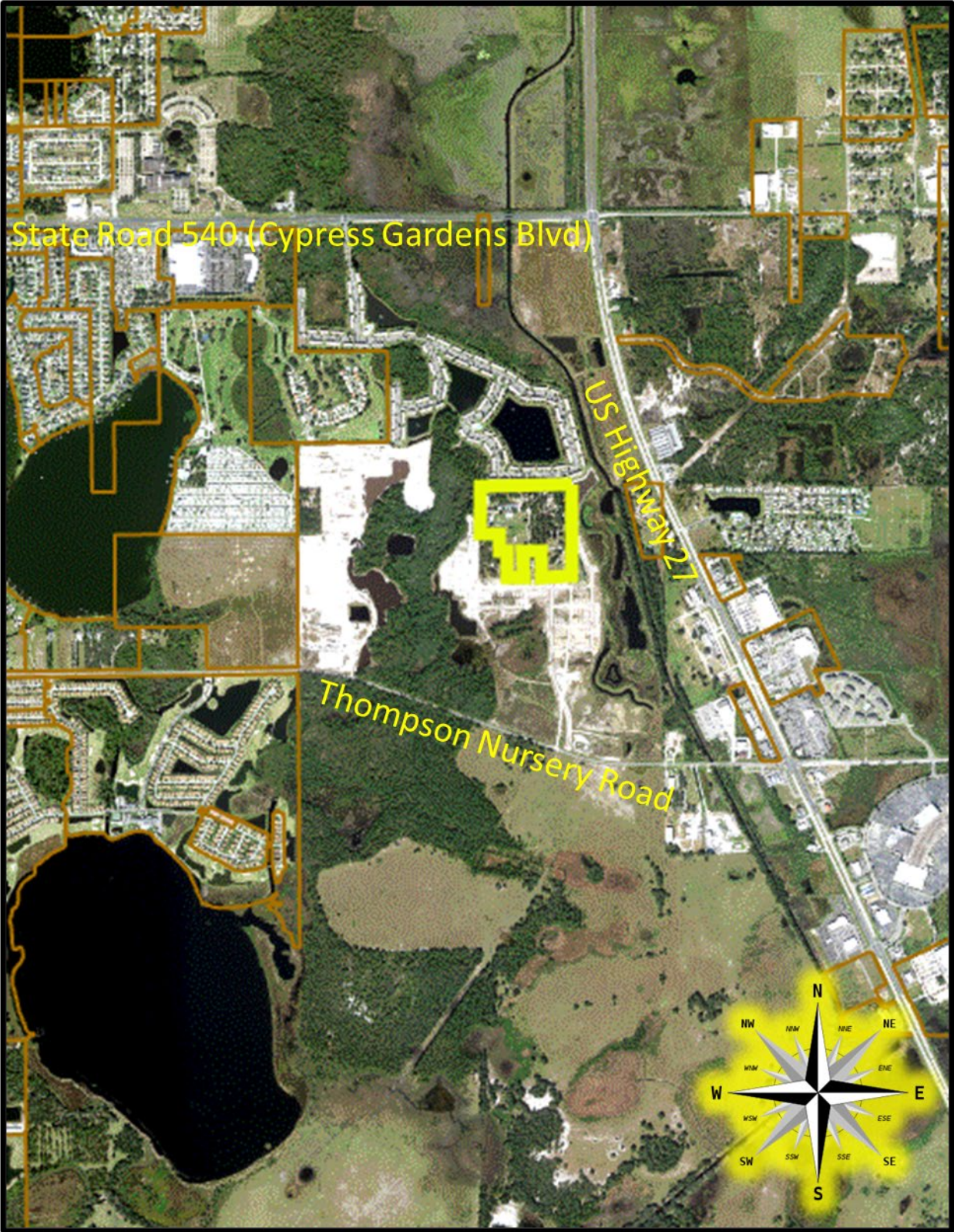
Exhibits:

Exhibit 1	Location Map
Exhibit 2	2023 Aerial Context Map
Exhibit 3	2023 Aerial Close Up
Exhibit 4	Current Future Land Use Map
Exhibit 5	Proposed Future Land Use Map
Exhibit 6a	A/RR Permitted and Conditional Uses
Exhibit 6b	L/R Permitted and Conditional Uses
Exhibit 7	Winter Haven Future Land Use
Exhibit 8	Site Plan from LDCU-2018-52

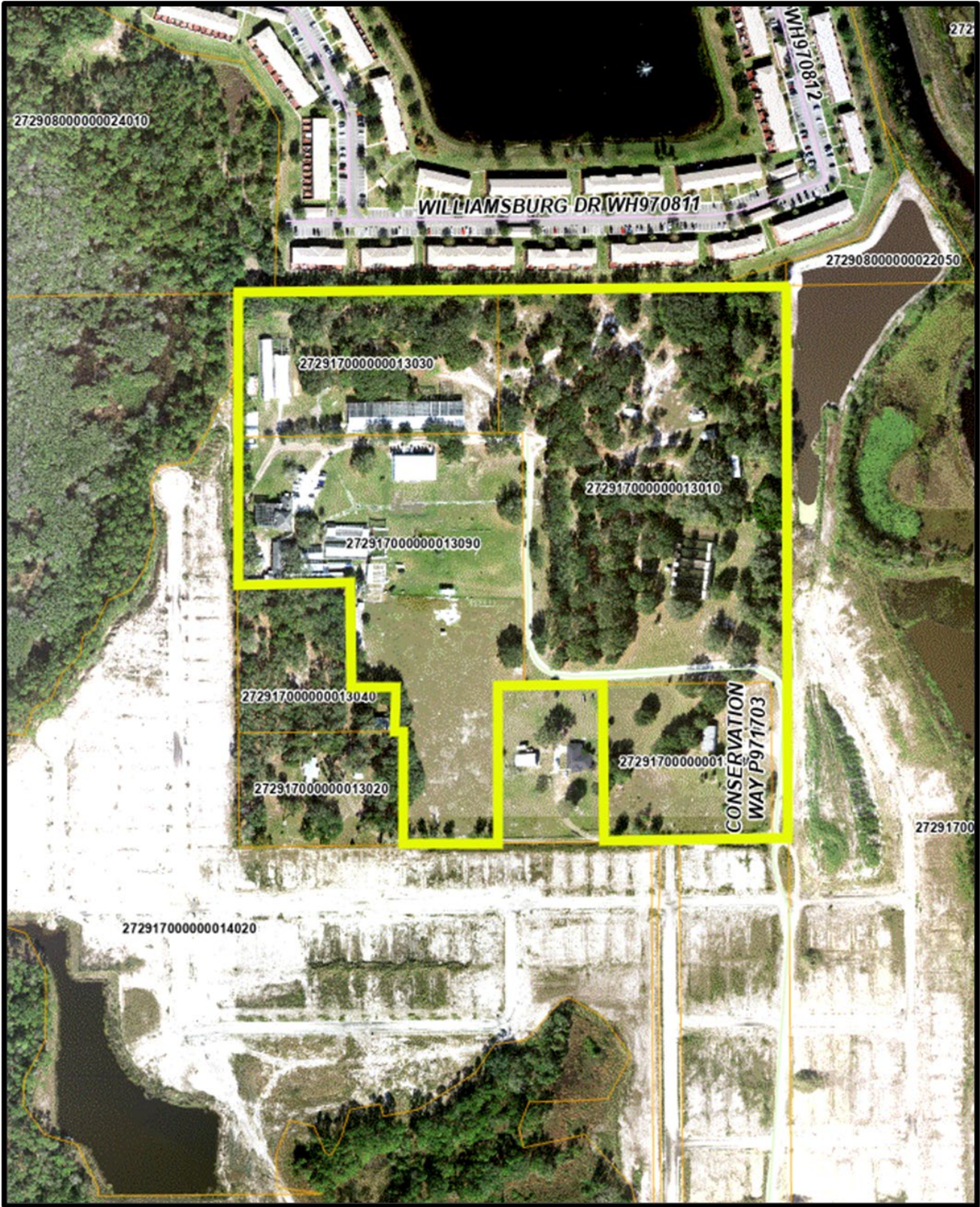
Applicant's submitted documents and ordinance as separate files



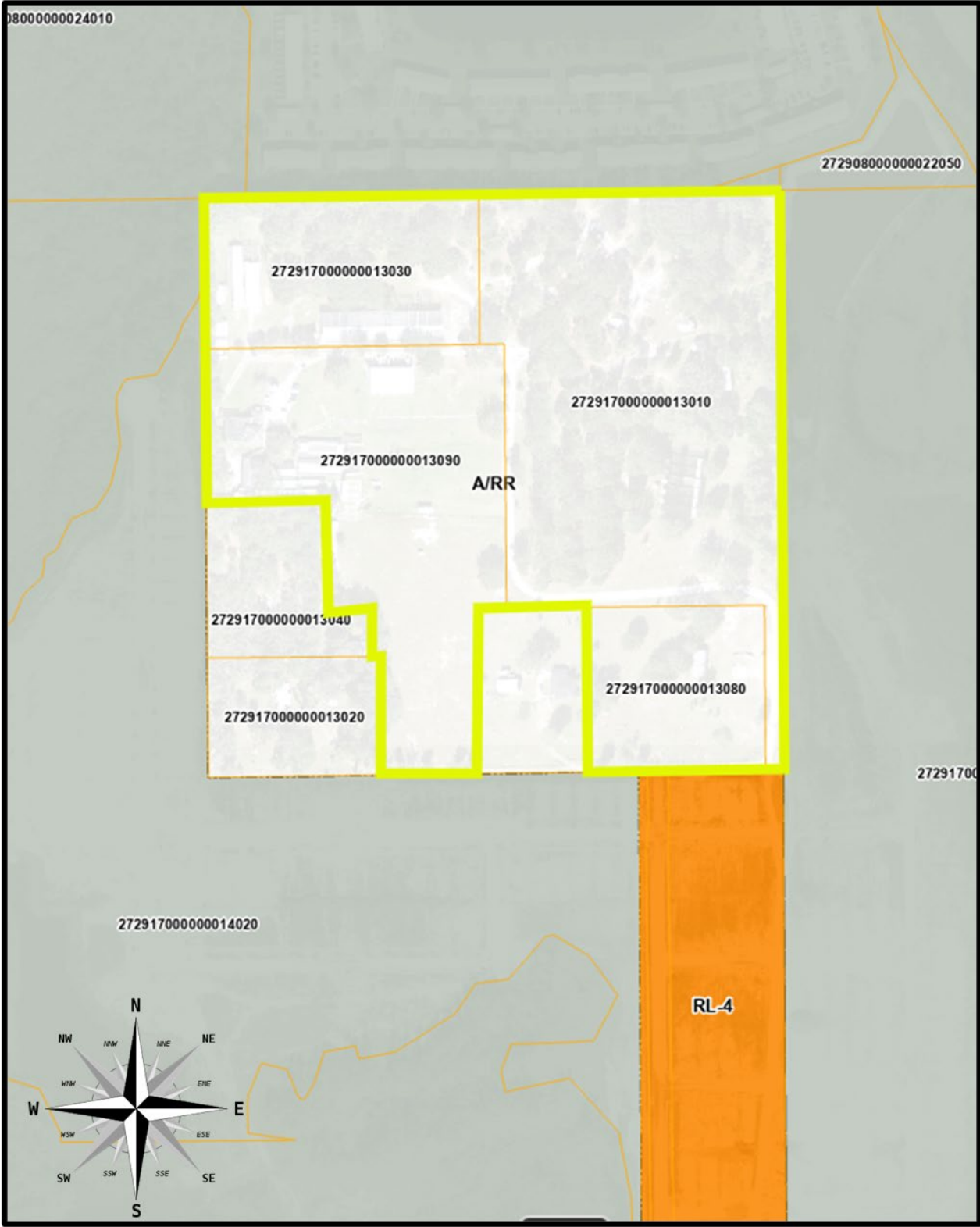
LOCATION MAP



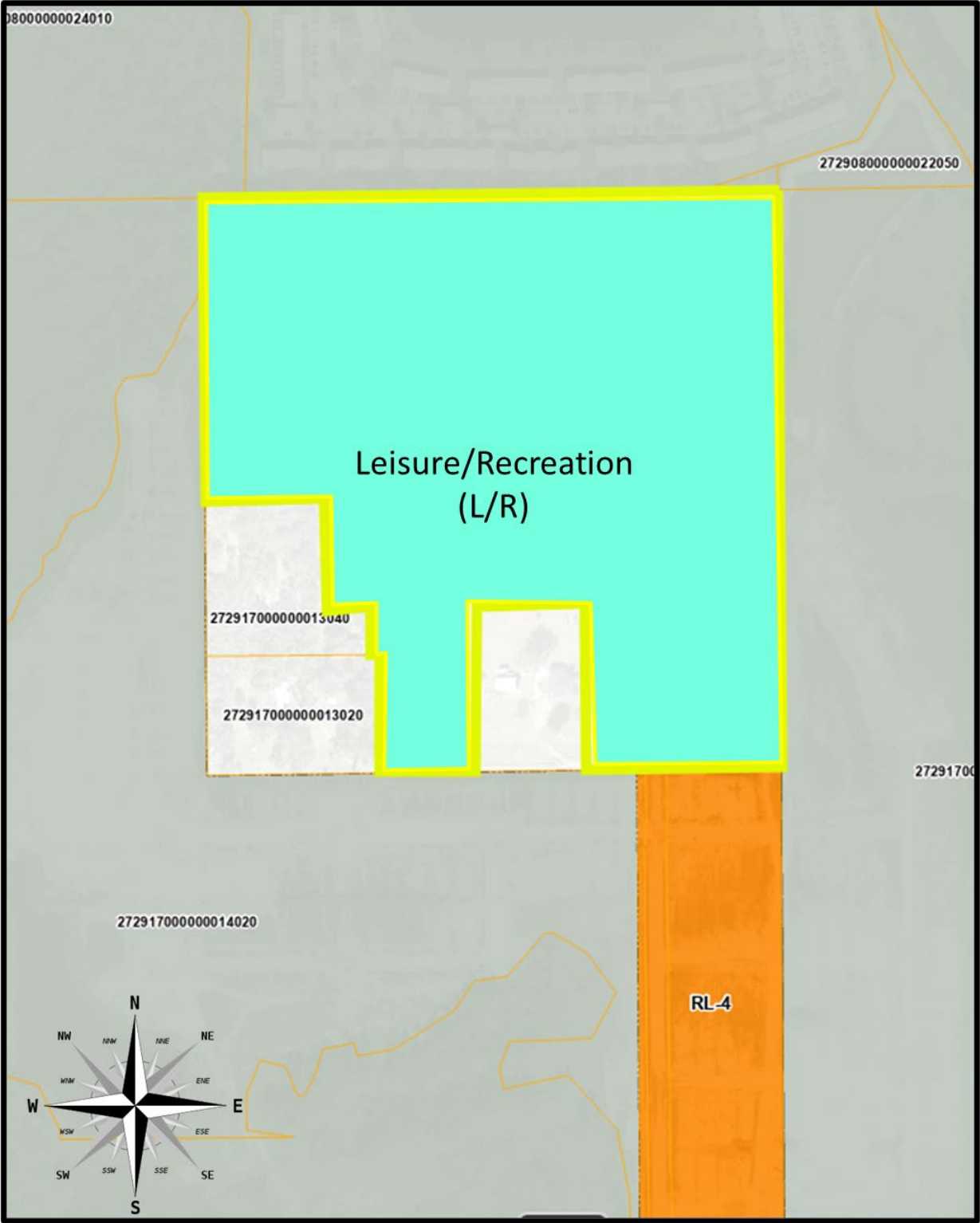
2023 AERIAL PHOTO CONTEXT



2023 AERIAL PHOTO CLOSE UP



CURRENT FLUM
Agricultural/Residential Rural (A/RR)



PROPOSED FLUM
Leisure/Recreation (L/R)

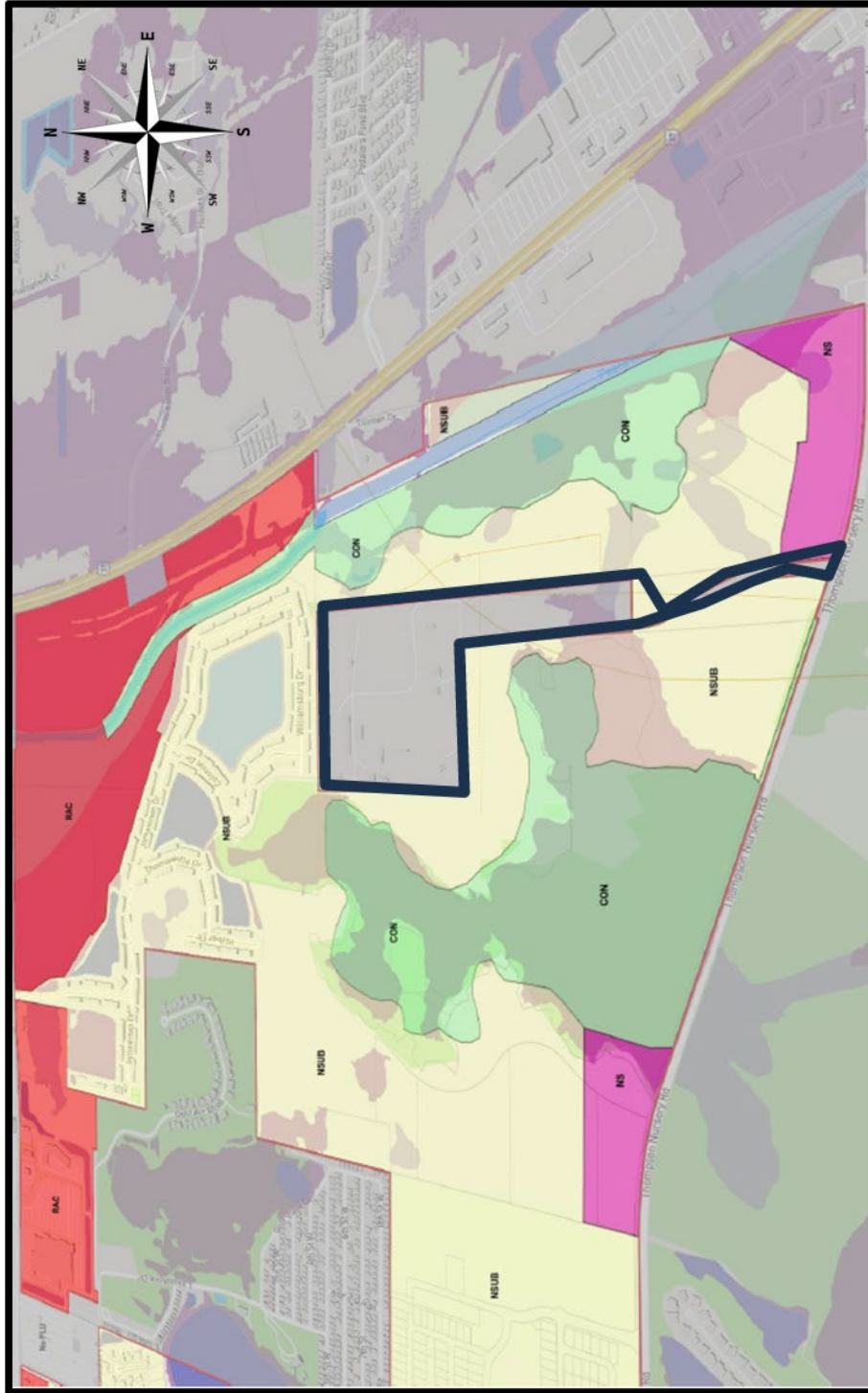
FLU	PERMITTED (By Right)	CONDITIONAL USE Level 1 or 2 Review (Technical Staff Review)	CONDITIONAL USE Level 3 or 4 Review (Public Hearing)
A/RR	Single-family Detached Home & Subdivision, Animal Farm-Intensive, Farming General, Kennels- Boarding and Breeding, Livestock Sale-Auction, Nurseries and Greenhouses, Utilities- Class I, Veterinary Service	Family Farm, Group Home- Small (6 or less residents), Mobile Homes- Individual, Emergency Shelter- Small (6 or less residents), Golf Course, Recreation- Passive, Riding Academies, Utilities- Class II, Farm Worker Dormitory- Apartment Style, Cemetery, Communication Tower- Monopole, Communication Towers- Guyed and Lattice, Convenience Stores- Isolated, Heliports, Helistops, Recreation- Low Intensity, Solar Electric-Power Generation Facility	Farm Worker Dormitory- Barrack Style, Fly-in Community, Group Home- Large (7-14 residents), Group Living Facility (15 or more residents), Mobile Home Park, Mobile Home Subdivision, Rural Residential Development (RRD), Planned Development, Residentially Based Mixed Development (RBMD), Rural Mixed Development (RMD), Adult Day Care Center (7 or more clients), Agricultural Support- Off-Site, Bed and Breakfast, Breeding- Boarding- and Rehabilitation Facility- Wild or Exotic, Childcare Center, Community Center, Cultural Facility, Emergency Shelter- Large (15 or more residents), Emergency Shelter- Medium (7-14 residents), Event Facility, Government Facility, Lime Stabilization Facility, Lodges and Retreats, Marinas and Related Facilities, Mining- Non-phosphate, Outdoor Concert Venue, Recreation- High Intensity, Recreation- Vehicle Oriented, Recreational Camping, Religious Institution, School- Elementary, School- Leisure/Special Interest, School- Technical/Vocational/Trade & Training, Seaplane Base, Utilities- Class III, Airport, Correctional Facility, Residential Treatment Facility, Water Ski Schools

Agricultural/Residential Rural (A/RR) PERMITTED AND CONDITIONAL USES

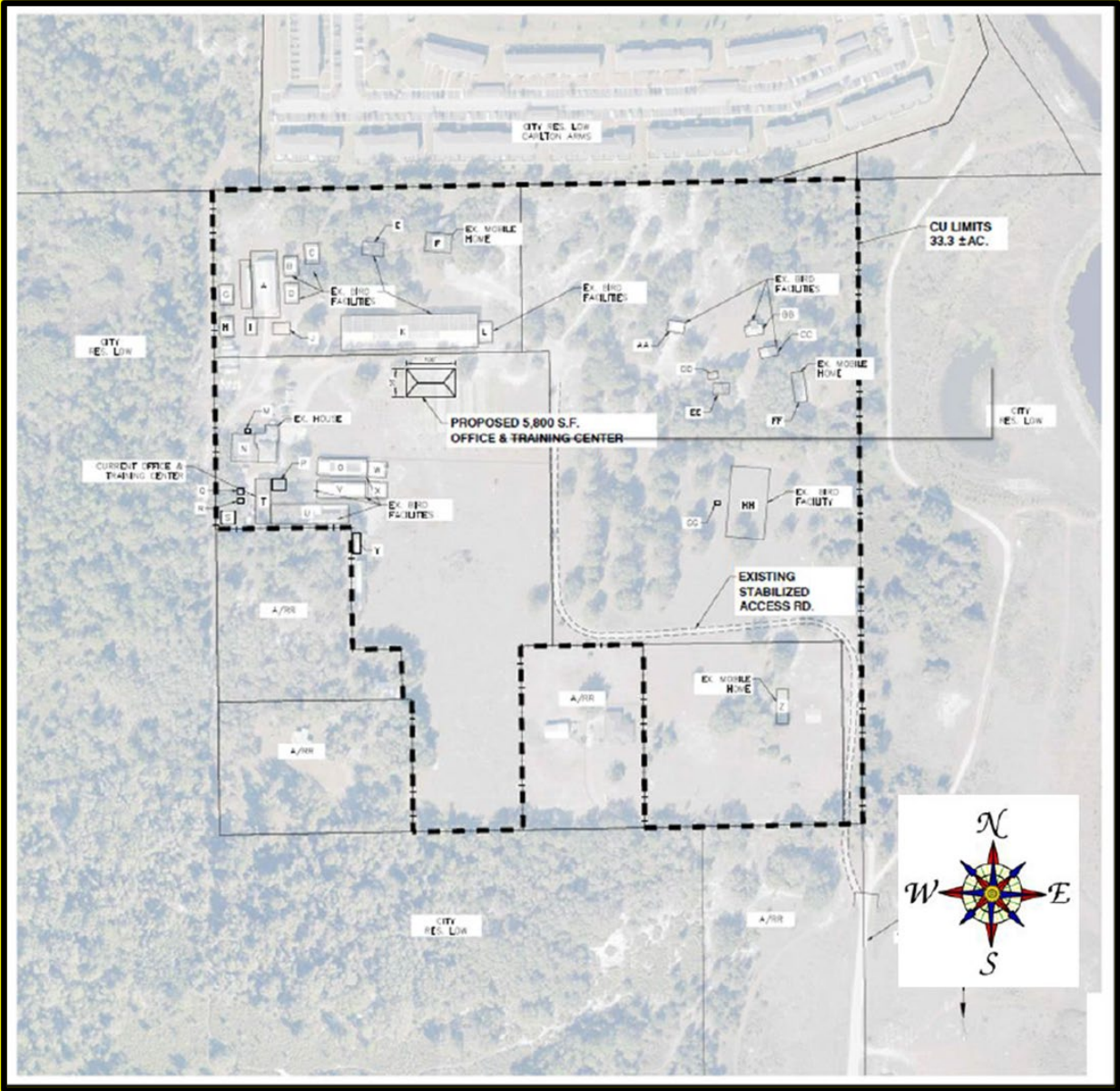
FLU	PERMITTED (By Right)	CONDITIONAL USE Level 1 or 2 Review (Technical Staff Review)	CONDITIONAL USE Level 3 or 4 Review (Public Hearing)
L/R	Short-Term Rental Unit, Farming General, Fish Camp, Lodges and Retreats, Restaurant-Sit-down/Take-out, Riding Academies, School-Leisure/Special Interest, Utilities-Class I, Utilities- Class II, Veterinary Service	Alcohol Package Sales, Bars-Lounges- and Taverns, Golf Course, Marinas and Related Facilities, Recreation- High Intensity, Recreation- Low Intensity, Recreation- Passive, School-Technical/Vocational/Trade & Training, Multi-family, Childcare Center, Community Center, Convenience Stores- Isolated, Cultural Facility, Hotels and Motels, Medical Marijuana Dispensaries, Personal Service, Recreation & Amusement General, Recreation-Vehicle Oriented, Recreational Camping, Recreational Vehicle Park, Religious Institution, Restaurant- Drive-thru/Drive-in, Retail- 10-000 – 34-999 sq. ft., Retail- Less than 10-000 sq. ft.	Mobile Home Park, Planned Development, Communication Tower- Monopole, Government Facility, Helistops, Mining-Non-phosphate, Nightclubs and Dance Halls, Outdoor Concert Venue, Seaplane Base, Utilities-Class III, Water Ski Schools, Recreation & Amusement Intensive

Recreation/Leisure (R/L)

PERMITTED AND CONDITIONAL USES



Winter Haven Future Land Use



SITE PLAN FROM LDCU-2018-52