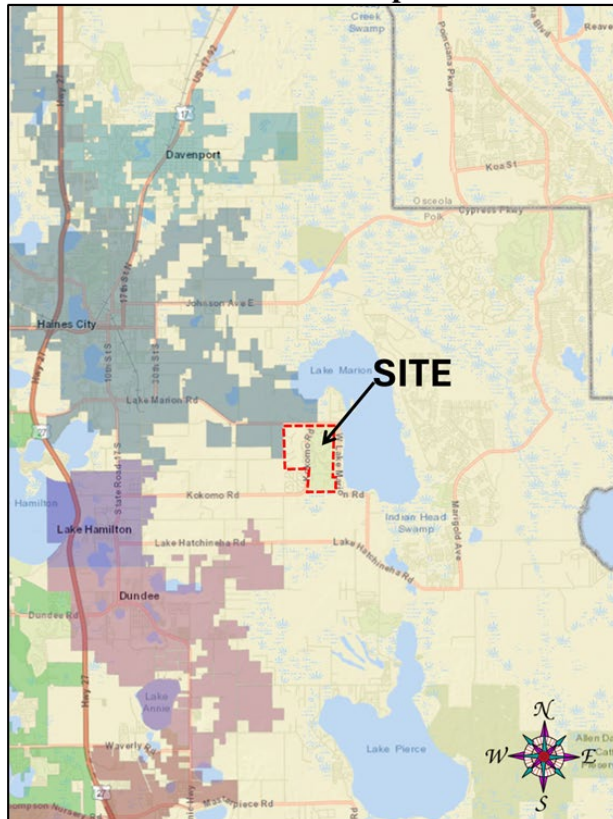


POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

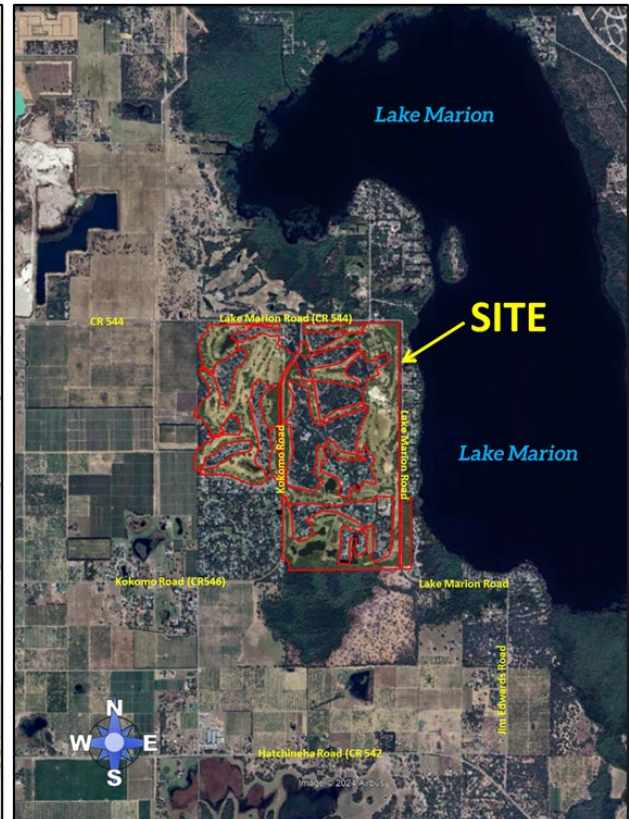
DRC Date:	n/a	Level of Review:	4 (Board Only)
PC Date:	n/a	Type:	Community Development District
BoCC Date:	January 7, 2025	Case Numbers:	LDCDD-2024-6
Applicant:	Jere Earlywine, Esq. KUTAK ROCK, LLP	Case Name:	Grenelefe CDD
		Case Planner:	Erik Peterson, AICP

Request:	The request is to adopt an ordinance establishing a Community Development District (CDD) for 1,700 single-family and 246 multifamily units; describing the external boundaries of the district; describing the functions and powers of the district; designating the initial members of the district's Board of Supervisors; providing a severability clause; and providing an effective date.
Location:	south of County Road 544, west of Lake Marion Road, on both sides of Kokomo Road, north of Lake Hatchineha Road, southeast of and abutting the City of Haines City, east of the city of Dundee in Sections 05, 06, 07, and 08, Township 28, Range 28.
Property Owner:	Grenelefe Resort Development LLC, and NC Real Estate Projects LLC
Parcel Size:	543.19± acres
Development Area:	Utility Enclave Area (UEA)
Land Use Designation:	±474.71 acres Residential Low Density-1X (RL-1X); ±68.48 acres Residential Medium (RMX); Grenelefe Utility Enclave Area
Nearest Municipality:	Abutting City of Haines City, Dundee ±0.9 miles
DRC Recommendation:	Approval

Location Map



2024 Satellite Photo



Summary:

The applicant is proposing the establishment of a Community Development District (CDD) that is to be comprised of 1,700 single-family detached residential lots and 246 multifamily units on ±543.19 acres for a gross density of approximately 3.6 dwelling units per acre. The property is mostly comprised of the former fairways on the three 18-hole regulation golf courses in the original Grenelefe Golf & Tennis Resort Planned Unit Development (PUD 73-19) approved by the Board on June 5, 1979, also known as Arrowhead Development of Regional Impact. The development is evolving from a once self-sustaining resort to a long-term residential community. There are many costs associated with such a transition and will contribute to the transformation of an area that was once rural in nature into one that is more urban. The proposed CDD will offset some of the development costs of this plan but not all of them.

This petition relies on three other Board actions to achieve consistency with policies and objectives of the Comprehensive Plan and Land Development Code (LDC). There are two Comprehensive Plan amendments and one LDC amendment necessary to meet the statutory requirements for approval of a CDD in accordance with Section 190.005, F.S. In addition to the amendments and petition request, the applicant is also committing to future actions of the CDD by offering an interlocal agreement to the Board to ensure certain internal commitments of the district are kept as promoted in the public hearings.

The County Engineer's Office has reviewed the applicant's cost estimates for the infrastructure but cannot confirm their complete accuracy. The estimates are based on typical development costs but do not address any specifics. Furthermore, there are several unknown costs for this development to address in the future that are not a part of the district's authority. For cost estimates, see Exhibit 6. The County Surveyor has confirmed that the legal description submitted for inclusion into the ordinance are true and accurate.

The Board of County Commissioners is required, pursuant to Section 190.005, F.S., to consider each of the following items below when approving or expanding a CDD. To grant approval of the request, the Board must find in the **affirmative for items (1), (3), (4), and (6)**, and must find in the negative for items **(2), and (5) for the CDD**.

Statutory Requirements for Board Findings of Fact

1. Whether all statements contained within the petition have been found to be true and correct.

Yes, staff finds that all statements made by the applicant within the submitted petition are correct given the information known at this time. Staff has reviewed the cost estimate to the extent that can be verified. They are typical for most developments that have access to urban services in close proximity. Funding for capital improvements to the water and wastewater systems needed to support the full buildout on the CDD are not included in the budget. These will be financed by the private utility provider and the costs will be funded by connection fees as units are constructed and by the system's rate payers.

The applicant's estimates are based on 1,946 total dwelling units within the project. The total estimated cost that the CDD may fund is \$38,775,000. This equates to roughly \$19,926 per unit and includes earthwork, roadways, stormwater management, hardscape, landscape, and irrigation, streetlighting, amenities, off-site improvements, professional services, and accounts for

contingencies. Past CDD estimates have been between \$7,350 and \$68,625 per unit. This proposed CDD is in the lower-middle range of per unit cost estimates in CDDs to date.

2. Whether the establishment of the district is inconsistent with any applicable element or portion of the state comprehensive plan or of the effective local government comprehensive plan.

*No, the establishment of a CDD on the subject property **will be consistent** with the State and Polk County Comprehensive Plans with the adoption of amendments proposed under case numbers LDCPAL-2024-5 and LDCPAL-2024-6. An analysis in accordance with Section 2.102 of the Polk County Comprehensive Plan is included in this report. The changes to Grenelefe Utility Enclave Area (UEA) were determined by the Planning Commission to be consistent with the Comprehensive Plan specifically in Appendix 2.130, Section 2.130-E and codified into the Land Development Code under Chapter 4, Section 402.F. The Board of County Commissioners transmitted these amendments to Florida Commerce for their review on November 5, 2024, with a prospective adoption date of January 7, 2025.*

3. Whether the area of land within the proposed district is of sufficient size, is sufficiently compact, and is sufficiently contiguous to be developable as one functional interrelated community.

Yes, staff finds that the proposed CDD is of sufficient size (± 543.19 acres), is sufficiently compact, and is sufficiently contiguous to be developed as one functional interrelated community. A thorough analysis of the area and its proposed development plans are included in this report.

4. Whether the district is the best alternative available for delivering community development services and facilities to the area that will be served by the district.

Yes, the proposed CDD is one alternative available for delivering its needed community development services and facilities without the additional burden to taxpayers outside of the CDD. Another alternative available is for the developer to pay for all infrastructure improvements up front. However, the CDD has one advantage that the alternatives do not; the CDD is like a municipality that can issue tax free municipal bonds to be funded by future revenue collections included with individual property tax bills. The debt of the CDD runs with the properties created within the CDD, which lessens the chance that it will fall upon public responsibility.

5. Whether the community development services and facilities of the district will be incompatible with the capacity and uses of existing local and regional community development services and facilities.

No, the proposed CDD will fund infrastructure improvements that ensure compatibility with capacity and uses of existing local and regional community development services and facilities in the area. This CDD will be a perpetual entity and funding source for operation and maintenance of the CDD infrastructure. Staff have given a preliminary review for concurrency with existing infrastructure and have found adequate capacities available to serve some of the proposed development within the CDD for public safety, water, wastewater, transportation, drainage, educational facilities, and recreational facilities. Water and wastewater services are the greatest concerns for success of this project. The details of this analysis are provided in this report on pages 4-12. The CDD cost estimates listed in Exhibit 6 of this report do not include water or wastewater capital improvements. This will be a cost to be initially funded by the builders or developers of each phase of the 1,946-unit project.

6. Whether the area that will be served by the district is amenable to separate special-district government.

Yes, owner’s authorization has been provided for each property included in the proposed district. A private CDD Board will be responsible for managing the financial and infrastructure needs of the district. The Board members will be established through the adoption of the CDD Ordinance. The members of the proposed CDD are listed in Exhibit 7.

The Land Development Division, based on the staff report and the information provided in the petition, finds that the proposed **petition for the Grenelefe Community Development District IS consistent with Section 190.005, F.S.**

The analysis to follow has been developed to address the Policies 2.102-A1 through 2.102-A15 of the Comprehensive Plan.

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 City of Haines City, A/RR Former Diamondback Golf Course, Agricultural Land	North City of Haines City Agricultural Land A/RR, TCCX, RLX Residential subdivisions, convenience store w/gas, and condominiums	Northeast RLX Condominium Units Lake Marion
West City of Haines City Agricultural Land A/RR; agricultural land, detached single-family residential	Subject Site DRI, TCCX; Dormant Golf Course, abandoned Tennis Center, abandoned Convention Center	East A/RR; single-family detached lake front lots Lake Marion
Southwest A/RR; Spring Pines and Sequoia Ridge subdivisions, Sandhill Elementary	South Spring Pines Residential development, future Smokey Groves residential, and Preservation wetlands	Southeast A/RR; single-family detached lake front lots Lake Marion

The site is located in an area that was once mostly rural. That is changing as the annexations and imminent development projects approach from Haines City, Dundee Lake, and Lake Hamilton. Haines City has annexed lands that abut the Grenelefe development. However, the extension of the city’s urban services is not planned, designed, or programmed. Lake Hamilton recently added a wastewater system that will enable much higher densities than the original development of the town. Dundee provides urban services as far east as Sandhill Elementary. Meanwhile on the opposite side of Lake Marion, Poinciana is reaching its full buildout after fifty years of its original establishment. As development within the cities builds out, it changes the former rural nature of the area in a similar manner as south Lakeland between 1990 and 2005.

Compatibility with the Surrounding Land Uses and Infrastructure:

The petition for establishment of this CDD will be consistent with the Comprehensive Plan and surrounding existing development with the adoption of map and text amendments to both

Comprehensive Plan and Land Development Code. The future infrastructure needed to support the development will not be so easy to obtain.

Grenelefe was designed as a self-sustaining resort destination but has evolved over the years to become more of a long-term resident community. The addition of the units to be added to this development through this CDD approval will be permanent residents in need of more infrastructure and services per capita than in the past. Water and wastewater services are at the top of the list for the infrastructure weaknesses that will have to be overcome. Significant investment and permitting for these facilities must be obtained in the future to accommodate the bulk of the CDD proposal. There is no allotment in the CDD petition's proposed capital improvements budget to subsidize the expansion of these facilities. It will have to come from rate payers and future connection fees. Traffic conditions may also be a concern but are difficult to predict because of all the variables that surround transportation facilities in this rapidly growing area.

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.”

A. Land Uses:

The proposed buildout of the CDD will be consistent with the Comprehensive Plan if LDCPAL-2024-5 and LDCPAL-2024-6 are adopted. Contingent upon their adoption is a companion Land Development Code text amendment to limit the new development to no more than 1,700 single-family homes and 246 multifamily dwellings. Therefore, this CDD request will match the permitted number of units if all changes are adopted as proposed.

The CDD development will mostly occupy parts of the former three regulation 18-hole golf courses that were once the main feature of the development. The plan is to develop these and their adjacent open spaces with single-family dwellings. There will be a small component of multifamily dwellings in the form of townhomes. The single-family locations are mapped in the proposed RL section seen in Exhibit 3 of this report and in the petition under Exhibit 6 included in a separate attachment. This plan attempts to pair new single-family next to existing single-family development and multifamily development with like types as well.

B. Infrastructure:

Water and wastewater utilities will be a constraint on the future development of this CDD than other infrastructure elements such as traffic and school capacity. This development's success will greatly depend on the Grenelefe utility system to make capital improvements necessary to expand capacities in the future. Traffic capacity may become an issue over time as other developments are competing for the same existing capacity. Travel routes may change in the future as well. The area lacks commercial services to serve existing populations in addition to the future ones. As new commercial centers are developed, they may change daily travel patterns. Future roadway plans such as the Central Polk Parkway and Powerline Road extension are also likely to change travel patterns and increase the demand for housing in this area. New public safety facilities are coming online that will aid the new development as it occurs. New schools are also on the planning horizon. The analysis to follow details all of the infrastructure needs for this CDD to be successful.

Nearest and Zoned Elementary, Middle, and High School

This development was intended to serve vacationers, sporting events, and conventioners when it was designed in the 1970s. Schools were not considered a need for future residents at the time.

However, the development has changed from a resort to a long-term residential community. Schools will become a factor as this proposed CDD and its future expansions occur. The property is zoned for the closest schools, which are Sandhill Elementary, Lake Marion Creek Middle School, and Haines City High School. The student estimates in Table 2, to follow, assume typical residential habitation for 1,700 single-family and 246 multifamily dwellings.

Table 2

Name of School	Annual Estimated Demand	% Capacity 2024-2025 School Year	Average driving distance from subject site
Sandhill Elementary	334+38 = 382 students	92%	±2 miles driving distance
Lake Marion Creek Middle School	160+14 = 174 students	82%	±8½ miles driving distance
Haines City High School	225+17 = 242 students	95%	±5 miles driving distance

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

School boards in the state of Florida do not have the liberty of carrying excess capacity in the system or building another school before capacities are projected to run out. School boards must wait until a school is over capacity and other schools in adjacent zones are over capacity before they can pursue development of a new school to relieve that capacity. However, the Polk County School Board staff is always monitoring development and actively plans for where new schools are needed in advance of Florida Department of Education (FDOE) allowances for new school construction. A new high school is planned for this area. The School Board is likely to identify a site for it in 2025. Construction will likely be completed by the 2027-2028 school year.

This proposed CDD will not be built out overnight. It will take many years to develop once construction begins. Families will not start to occupy units until as late as the 2026-27 school year. If most of the development reaches certificate of occupancy after January of 2027, this CDD could generate as much as \$25,180,340 in school facility impact fees over the buildout.

Nearest Sheriff, Fire, and EMS Station

Fire response to this project will soon come from a new Fire and EMS station recently constructed on Watkins Road less than three (3) miles driving distance from most parts of the CDD. There are also back-up services from Station 46 at 9500 Marigold Avenue on the south end of Poinciana Station #3 in Lake Hamilton, both just under five miles away. Fire rescue provides immediate Emergency Medical Technician (EMT) services to a scene. Ambulance provides transport for the injured to the Hospital. All three stations are equipped with both fire rescue and ambulance. Water connection will be to the Grenelefe water system. Multiple fire hydrants are located throughout the current development. More will be added during the construction of the new phases.

Table 3

	Name of Station	Distance	Response Time*
Sheriff	Northeast District Command (1100 Dunson Road) Future District Command at 9500 Marigold Ave.	25± miles	7 minutes
Fire	Station 13 (2021 Watkins Road)	< 2.7 ± mile	6 minutes
EMS	Station 13 (2021 Watkins Road)	< 2.7 ± mile	6 minutes

The nearest Sheriff's station is the Northeast Command Center on Dunson Road, 25 miles to the northwest. Typically, 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 an area of the County. The Association of Poinciana Villages (APV) has provided the Polk County Sheriff's Office with office space within the master development to assist in patrols, investigation, and administration. Sheriff patrols are very regular throughout Poinciana and will soon be even greater. The Polk County Sheriff's Office has begun construction on a new regional command center adjacent to Fire Rescue Station #46 in the upcoming fiscal year. In addition to the Sheriff's Headquarters on Winter-Lake Road, there are five (5) regional command centers located throughout the County. This will be the sixth. This is an indicator of where the County's growth is occurring the most.

Water and Wastewater Demand and Capacity:

This proposed CDD will be connected to the Grenelefe Resort potable water and sanitary sewer system. The system was originally designed to serve the resort as it exists today, but there is enough capacity to add some more development. To assimilate all of the proposed units within this CDD, both the potable water and wastewater systems will have to be significantly expanded. This will require extensive permitting, which may be difficult to achieve and expensive. There is no allotment in the estimated costs of the CDD's capital improvement plan submitted with the petition. The future of this CDD is at the mercy of the utility system's ability to serve it.

A. Estimated Demand:

The proposed development is for 1,700 single-family and 246 multifamily units. Single-family units are estimated to generate 360 gallons per day (GPD) for water and 270 GPD for wastewater. The base density is five (5) units per acre in the RL-1X and the density of RMX is seven (7) units per acre which may be expanded to 10 per acre. However, there is a cap on the number of new units in the proposed text of LDCT-2024-10. In the rest of the County, RL-1 is one unit per acre with a maximum of five per acre through other levels of approval. Table 4, to follow, provides generalized estimates of the anticipated water and wastewater demands.

Table 4

Subject Property	Estimated Impact Analysis		
	Demand as Permitted in the RL-1 and RM districts	Maximum Permitted in the RL-1 and RM districts	Permitted per LDCT-2024-10
±474.71 ac. RL-1X ±68.48 ac. RMX			
Permitted Intensity	474 single-family 479 multifamily dwelling units	2,373 single-family 684 multifamily dwelling units	1,700 single-family 246 multifamily dwelling units
Potable Water Consumption (GPD)	170,640+94,842= 265,482	854,280+135,432 = 989,712	612,000+48,708= 660,708
Wastewater Generation (GPD)	127,980+86,220= 214,200	640,710+123,120= 763,830	459,000+44,280= 503,280

Source: Polk County Concurrency Manual & Polk County Utilities estimates: Single-family = 360 GPD water, 270 GPD sewer; Multifamily = 198 GPD water, 180 GPD sewer.

B. Available Capacity:

Grenelefe has its own private utility system that will be serving the project. The permitted capacity of the potable water treatment facility is 340,000 GPD, while the current flow is near 150,000 GPD, according to a cursory assessment by Daniel Magro, Project Manager for Aclis Engineering. This will not be sufficient to serve the entire projected number of units proposed in the CDD. The development will need to pursue additional water supplies in the future. Under current legislation 2025 is the last year that new potable water permits for the Upper Floridan Aquifer will be obtainable in this area of the state. Alternative water sources will be needed to support the buildout of the CDD. Although Grenelefe abuts Haines City, their closest water lines are over 2½ miles away.

The wastewater treatment facility has approximately 190,000 GPD of available treatment and effluent disposal capacity to support the new development phase, according to a capacity analysis report conducted in June of 2021 by U.S. Water Services Corporation. The applicant's system engineer has testified in public hearings that the system is scalable. As more capacity is needed the plant's treatment capacity will be expanded. This system is not directly funded by the CDD and allotments for utility infrastructure are not listed in the estimated cost for the districts CIP (See Exhibit 6). Therefore, the system expansion will need to be funded by the rate payers and connection fees derived from the homebuilders to be paid by future homeowners.

C. Planned Improvements:

The Grenelefe utility provider will need to find an estimated 470,708 additional GPD of capacity to serve the future development of this CDD. Water permitting for all of it may be difficult in the future. Increased water conservation methods may be the only alternative to enable this CDD to reach full buildout with the limited sources for water supplies. A significant amount of capital budgeting may be needed to fund the future expansion of the wastewater system. Since the development is located in the Kissimmee River watershed, future expansion will require a higher level of treatment. Polk County has made significant investments in the development of alternative water supplies to support the future growth in population. However, private systems such as the one serving Grenelefe are ineligible for service unless they are part of a participating municipalities or County system. Polk County has also expended significant funds to improve wastewater treatment plants to reach higher water quality levels in their effluent discharges. The Grenelefe utility provider does not have the same economies of scale as the County. It is likely that utility rates and connection fees will be higher in the development than the County averages.

Roadways/ Transportation Network

The former Grenelefe Resort is separated a significant distance from population centers with the original intention to be self-sustaining. As it was once a destination development, it has been progressing towards a long-term residential community. This evolution will not always be smooth. The nearest grocery store is over 10 miles in any direction. The area around it is rapidly growing residentially with the cities of Lake Hamilton and Dundee are rapidly growing towards it. Because there has been such a deficiency in commercial development needed of existing residents, the coming residents will only exacerbate the problem. For that reason, it is difficult to predict the directions in which future traffic will be drawn. As soon as new commercial centers are developed, the traffic will be drawn in different directions. Until new commercial centers are located and provided with the necessary utilities, there will be a lot of speculation in the predominant routes of travel.

For now, there is sufficient capacity on the surrounding roadways to serve this project. However, the cumulative effects of all the other developments underway in the area have yet to be fully realized. Countywide, growth is fairly consistent but there are several areas within the County that are growing faster than the average. This is often overlooked in traffic projection modeling. Timing will be key to the effects of each phase of the project and the necessary improvements needed to accommodate it. Traffic will need to be evaluated at the time when construction is ready to commence rather than looking at the overall effects now that may not get underway for five to ten years or more.

A. Estimated Demand:

It is estimated that single-family dwellings generate 7.81 vehicle trips per unit each day on average and approximately one (1.0) vehicle trip per unit either coming or going during the peak hour. The proposed multifamily will be one to two stories which is classified as low-rise. Low-rise multifamily dwellings generate 6.74 vehicle trips per unit each day on average and approximately 0.51 vehicle trips per unit. Approximately 474.71 acres of the CDD is to be designated RL-1X on the Comprehensive Plan Future Land Use Map and 68.48 will be multifamily if LDCPAL-2024-5. Section 402.F, Table 4.26 of the Land Development Code (LDC) will be amended to allow a maximum of 1,700 single-family and 246 multifamily units. The table below demonstrates the difference between what the standard land use categories can produce and the proposed CDD.

Table 5

Subject Property	Estimated Impact Analysis		
	Demand as Permitted in the RL-1 and RM districts	Maximum Permitted in the RL-1 and RM districts	Permitted per LDCT-2024-10
±474.71 ac. RL-1X ±68.48 ac. RMX			
Permitted Intensity	474 single-family 479 multifamily dwelling units	2,373 single-family 684 multifamily dwelling units	1,700 single-family 246 multifamily dwelling units
Average Annual Daily Trips (AADT)	3,702+3,229 = 6,931	18,533+4,611 = 23,144	12,937+1,658 = 14,595
PM Peak Hour Trips	474+245 = 719	2,373+349 = 2,722	1,700+126 = 1,826

Source: Polk County Concurrency Manual,

per unit= Single-family 7.81 AADT, 1 PM Peak; Multifamily Low-rise 6.74 AADT, 0.51PM Peak

Any phase above 96 single-family units or 111 multifamily units will require a Major Traffic Study during the Level 2 Review process because the average annual daily trip rate (AADT) will exceed 750. Cumulatively, the development buildout will produce an estimated 1,826 PM peak hour vehicle trips. We can gain a glimpse of the amount of traffic this project will generate based on known studies. The most crucial time to judge a project's traffic influence is during the PM peak hour because that is the "worst case scenario." The Institute of Transportation Engineers (ITE) has conducted numerous studies on how much traffic that residential developments place on the roadway system at all times of the day. They also have identified how much of that traffic is going onto the system and how much is coming off the system. The biggest threat to the roadway system's capacity is traffic leaving the development and entering the system. ITE estimates that approximately 37% of the average PM peak hour (peak day) traffic will be leaving the development, which is approximately 676 vehicles.

The majority of trips will likely be drawn towards US Highway 27 through CR 544/Lake Marion or Kokomo Road because these are the connections to the nearest arterial roadway. Typically, staff look for major PM Peak hour traffic draws like employment centers, grocery, and restaurants for primary routes of travel. The closest grocery store is over 10 miles either in Haines City or Dundee. In the future there is likely to be more retail in the south portion of Poinciana. This will shift the

majority of travel eastward and south to Hatchineha Road depending on what retail is offered and its proximity. For now, we can estimate that at least 45% of vehicles leaving Grenelefe will drive west on CR 544, 45% will drive west on Kokomo Road and 10% will drive south on Lake Marion during the peak hour.

B. Available Capacity:

There is available traffic capacity all the way from the site on the nearest affected traffic segment of U.S. Highway 27. Table 6, to follow displays the generalized capacity on the three most affected transportation links (CR 544/Lake Marion Road, Kokomo Road, and U.S. Highway 27. U.S. Highway 27) has adequate generalized capacity to assimilate all 1,946 units and not fall below the Level of Service standard set by the Board if distributed as estimated. Approximately 609 vehicle trips could reach U.S. Highway 27 during the peak hour. This may at one point exceed capacity if all the other developments that are planned in the area occur in the same time frame as Grenelefe. However, traffic patterns may change in the future as the area is expected to develop, which will bring retail services in closer proximity thus reducing the need to travel to U.S. Highway 27. If and when this occurs more traffic could flow in a different direction such as to Lake Hatchineha Road. For now, there is an adequate capacity system wide to support this development but that could change with new retail attractions locating along the corridor.

Table 6

Link #	Road Name	Current Level of Service (LOS)	Available PM Peak Hour Capacity	Minimum LOS Standard
4049E	CR 544/Lake Marion Road/Jim Edwards Road From: SR 17 (Scenic Highway) To: CR 542 (Lake Hatchineha Rd)	C	561	D
4049W	CR 544/Lake Marion Road/Jim Edwards Road From: CR 542 (Lake Hatchineha Rd) To: SR 17 (Scenic Highway)	C	551	D
6504E	SR 544 (Scenic Highway S) From: U.S. Hwy 27 To: SR 17 (Scenic Highway)	C	437	C
6504W	SR 544 (Scenic Highway S) From: SR 17 (Scenic Highway) To: U.S. Hwy 27	C	419	C
5107N	US Highway 27 From: CR 544 To: U.S. Highway 17/92	C	450	D
5107S	US Highway 27 From: U.S. Highway 17/92 To: CR 544	C	550	D
6503E	SR 544 (Scenic Highway S) From: 1 st Street (Winter Haven) To: U.S. Hwy 27	C	322	D
6503W	SR 544 (Scenic Highway S) From: U.S. Hwy 27 To: 1 st Street (Winter Haven)	D	287	D
5106 N	US Highway 27 From: SR 542 (Dundee Road) To: SR 544	C	957	D
5106 S	US Highway 27 From: SR 542 (Dundee Road) To: SR 544	C	1,035	D
4042E	Lake Hatchineha Road From: Scenic Highway (SR 17) To: Lake Hatchineha	C	468	D
4042W	Lake Hatchineha Road (CR 542) From: Lake Hatchineha To: Scenic Highway (SR 17)	C	455	D
8309E	CR 546 (Kokomo Road) From: US Highway 27 To: SR 17 (Scenic Highway)	C	549	E
8309W	CR 546 (Kokomo Road) From: SR 17 (Scenic Highway) To: US Highway 27	C	479	E

Source: Polk County Transportation Planning Organization, Concurrency Roadway Network Database October 13, 2023

* Indicates capacity after programmed improvements

A Major Traffic Study will be required at the time of engineered plan approval (Level 2 Review) of each phase in the development. In the review of a traffic study, staff can focus on the direct impacts that the development might have on particular intersections individually and cumulatively.

C. Roadway Conditions:

Lake Marion Road (CR 544), Jim Edwards Road, and Kokomo Roads are under County maintenance and rated in “very good condition” or better. Lake Hatchineha Road (CR 542) is rated in “good” condition or better according to the Pavement Surface Evaluation and Rating (PASER) method established by the Transportation Information Center at the University of Wisconsin-Madison. All the collector roads are 24 feet in width for much of the road’s length.

The roadway network within each residential section of Grenelefe and the private roads that connect them meet current local road standards for width but not pavement design. When there is a right-of-way reserved within the development, it is not of adequate width. Many of the rights-of-way are described within condominium documents and not graphically depicted. All new roads within the new phases of the development and this CDD will be required to meet today’s standards.

D. Sidewalk Network

There are no sidewalks in the area around Grenelefe. These new phases of the Grenelefe development will include sidewalks on both sides of all internal roads in keeping with the County’s residential development standards and will install sidewalks within the property’s road frontage on Kokomo and Lake Marion Roads. There is no sidewalk network currently within Grenelefe. Pedestrian connections within the development rely on the cart paths within the former golf courses that used to intertwine throughout the many pods of residential development phases. As this region of the County grows, it will become necessary to invest in a comprehensive sidewalk network.

D. Planned Improvements:

The proposed CDD capital improvements plan shows \$2,950,000 allocated to off-site improvements (See Exhibit 6). This appears rather conservative because 1,946 units are likely to trigger more improvements to the existing system given the current capacity estimates. After a traffic study is submitted and reviewed, the budget may need to be increased.

Table 7

Road	Fiscal Year CIP (Construction)	Project Description
Hemlock Avenue at Marigold Avenue traffic signal installation	Under Design	Install traffic signal. Conditional NTP sent to Montoya Electric on 2/27. S&S Roadway Plans are pending EOR Signature.
Lake Marion Creek Drive at Marigold Avenue traffic signal installation	Design Completed	Install traffic signal. Final submittal received on 01/27/23 and plans sent to Contractor with a request for proposal and anticipated start date. Long lead time impacting construction schedule.
Marigold Avenue Widening	\$28,650,000	Widen Marigold Avenue from CR 580/Cypress Parkway to Palmetto Street from two-lanes to four-lanes (about 2.2 miles). Marigold Avenue widening is a priority due to population and employment growth in the Poinciana area. Under permitting review with SWFWMD. Some additional right-of-way needed for floodplain compensation. Tentatively scheduled to be constructed concurrently with Cypress Parkway widening project in Fall

Table 7

Road	Fiscal Year CIP (Construction)	Project Description
		2024.
Cypress Parkway Widening	\$22,000,000	Widen Cypress Parkway from two-lanes to four-lanes from Poinciana Pkwy. to Solivita Blvd. (about 1.65 miles). Cypress Parkway widening is a priority due to population and employment growth in the Poinciana area. Intersection analysis is completed and under review. Tentatively scheduled to be constructed concurrently with the Marigold Avenue widening project in Fall 2024 .

F. Mass Transit

There are no fixed-route mass transit services on Lake Marion Road or Kokomo Road. The closest bus route is in the Poinciana development on the other side of the lake. Poinciana is served by two transit routes by two separate transit providers, Citrus Connection (Polk County Transit) and LYNX (Orlando Metro Area Transit) on the north side at the intersection of Coyote Road and Marigold Avenue just a block north of the Palmetto intersection.

The closest Citrus Connection route is route 16X the Haines City/Poinciana Express approximately seven (7) miles from the proposed proposed CDD. It connects to transfer points at Haines City Plaza and in Poinciana at the Wal-Mart just past the County line. Headways are one hour and 30 minutes.

There is a Sunrail station approximately 20 miles from the site that provides a light rail connection to downtown Orlando and other stops within the Orlando Metro Area. There is a possibility that Sunrail may extend farther to the south towards Poinciana in the future bringing it closer to the Grenelefe.

Park Facilities and Environmental Lands:

The County's residential development standards require functional open space to be designed within a development that includes recreational amenities for the residents. Sidewalks are required on both sides of all residential streets connecting the residents to the open space and recreational amenities. The initial CDD Capital Improvement Plan shows \$5,300,000 dedicated to amenities (See Exhibit 6). The applicant has submitted an interlocal agreement between the CDD and the County that assures the CDD will have open space and passive recreation areas for the community to include over 25 acres for a neighborhood park, walking trails and/or sidewalk access, a playground, passive amenities, and a network of aesthetic upland open space. The applicant pledges in the agreement to go beyond the 500 square foot per dwelling unit standard required by Polk County and also include natural landscape enhancements.

There are no sidewalk connections to any public recreational areas. The closest public park facilities are more or less four (4) miles driving distance to the Poinciana Community Park. This County regional park has a complete array of recreational facilities to meet the demands of current residents of the approximately 16,000 people living in the south portion of Poinciana. There are also a significant amount of wildlife preserves to the south and east of Grenelefe. There are public boat ramps to Lake Marion, Lake Pierce, and Lake Hatchineha.

A. Location:

Poinciana Community Park is officially located at 5109 Allegheny Road (intersection of Lake Hatchineha Road and Marigold Avenue). Its current hours of operation are from 5 a.m. to 10 p.m.

B. Services:

There are three lighted soccer/football fields, four lighted baseball/softball fields with concession facilities, two basketball courts, restrooms, as well as playground facilities for children and a dog park.

C. Environmental Lands:

Within five (5) miles driving distance of the site is the Everglades Headwaters National Wildlife Refuge and Conservation Area.

D. Planned Improvements:

The three lighted soccer/football fields at Poinciana Community Park will have their grass replaced with artificial surfaces in the upcoming fiscal year. However, no capacity improvements are planned since the park has reached full buildout. Additional recreation facilities should be planned for the west side of Lake Marion to support this as well as other future developments as they buildout in the future.

Environmental Conditions

There are a relatively few environmental limitations with the development of the former golf courses of the Grenelefe development that will require extensive study prior to drafting final development plans. However, there will still remain the need for a flood study, an endangered species study, and a wetland delineation for some of the areas. Most of the 1,946 units will be located on upland areas containing mostly Candler Sand, a soil with few limitations to development. The Grenelefe development drains into two wetland systems that connect to Lake Marion. While much of the areas will percolate before reaching the drainage network there needs to be caution during heavy rain events because the entire development's drainage is piped under Lake Marion Road at only two County maintained crossings.

A. Surface Water:

Much of the terrain within the Grenelefe development is a series of small hills and knolls that emulate surfaces found in the piedmont of Appalachia. There is a drainage system that connects all of the areas to a positive outfall offsite. Grenelefe is in the middle of a relatively large drainage basin that flows into Lake Marion. Lake Marion empties on the north side of the Lake into Lake Marion Creek which turns south in the middle of the Poinciana development and flows into Lake Hatchineha of the Kissimmee River chain. The north portions of Grenelefe drain into Lake Marion through a series of swales and culverts to a small but deep wetland system at the northeast corner of the development where it slowly flows through an 18-inch culvert maintained by the County underneath Lake Marion Road into a shallower wetland system directly connecting to the lake. Design of development on the now vacant northeast corner will need to account for the necessary capacity for the slow release.

Most of the southern area of the Grenelefe development flows into an abutting wetland system on the south side. The wetlands and associated flood hazard areas drain into a creek that crosses the Smokey Groves portion of the development where on the northeastern corner near the road frontage forming a small creek that crosses two other properties before going under Lake Marion Road through another culvert maintained by the County. The creek then flows into a wetland connected to Lake Marion on property owned by the Green Horizons Land Trust. Management of the creek will be an integral part of the development design because it could have adverse flooding impact during large rain events.

B. Wetlands/Floodplains:

There are wetlands and flood hazard areas onsite. Most of them are associated with former water hazards within the former golf courses. While these areas are not natural and were manipulated in the past, course designers usually formed the hazards from areas that were wetlands or prone to flooding. The flood hazard areas are unnumbered A-zones. A flood study will be required. That study will determine the height and design of the creek crossing. All development will be setback an average of 25 feet from wetlands.

C. Soils:

Most of the site is comprised of Candler Fine Sand, according to the U.S. Department of Agriculture, Soil Conservation Service, Polk County Survey. That is where the majority of the CDD is to be developed. Candler Sand is very porous and well drained. Some soil additives will be needed for road base stabilization and housing foundations. Tavares has slightly more limitations but not if units are connecting to centralized sanitary sewer. Development plans are to avoid the Immokalee Placid, and Myakka Sands because of its difficulty to manipulate and wetland qualities.

Table 8

Soil Name	Septic Tank Absorption Field Limitations	Limitations to Dwellings w/o Basements	% of Site (approximate)
Candler Sand	Slight	Slight	43%
Samsula Muck	Severe: ponding, poor filter	Severe: ponding, low strength	5%
Tavares fine Sand	Moderate: wetness	Slight	23%
Immokalee Sand	Severe: wetness	Severe: wetness	12%
Placid and Myakka fine sands	Severe: ponding, poor filter	Severe: ponding	6%
Water	--	--	11%

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

D. Protected Species

According to Polk County Endangered Habitat Maps, the proposed CDD is located within a one-mile radius of an endangered species sighting. (Source: Florida Natural Areas Inventory, 2002, 2006 & 2011). A species study will be conducted prior to Level 2 Review (engineered plans). This will be necessary to receive funding under federal programs from either the Federal Housing Administration or Veterans Affairs.

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 for the property. Most of the areas to be

developed are former golf courses. Therefore, the land has experienced surface disturbance. However, there have been historical resources discovered in the area.

F. Wells (Public/Private)

There are public use wellfields to the north and west just over a ½ mile away from the development boundary. They are the two water production facilities that supply potable water the Grenelefe development. This portions of Grenelefe will also gain potable water capacity from these wells. This development will not conflict with those well sites. The new residential units will be designed to avoid any adverse impacts within cone of influence.

G. Airports:

The site is not within the flight path and height restriction buffer zones of a public use airport. There are no public or private airport facilities within 10 miles from this site.

Economic Factors:

The County and School Board have made significant investments in infrastructure to support urban development in this area and are planning more. Facilities such as public schools, fire protection, EMS and recreational facilities provide plenty of capacity for growth. Such developments as this one proposed by the applicant are needed to contribute to the funding of these facilities. Transportation improvements such as the Poinciana Parkway, new schools, and parks have incentivized growth in this area of the County. Housing in this area is becoming in short supply relative to demand in the northeast part of the County. In the future, there is likely to be a significant number of suburban dwellers that commute to work in the greater Orlando metropolitan area with the transportation improvements being planned that will further stimulate demands for housing such as the Central Polk Parkway and the Power Line Road extension.

Community Development Districts (CDDs) have become popular methods to fund development infrastructure in high growth housing markets. Upfront infrastructure costs can be financed through bonds (long term and tax exempt) that will receive payments from additional assessments levied on the future properties by the district through the County's property tax collection process. The applicant for the district is required to gain the authorization of all the owners of property to be included in the district and a good faith estimate of the costs that will be incurred by individuals and entities required to comply with the special district. Without a CDD, a developer would need to find other sources to fund the development infrastructure and amenities such as an organized group of investors or a lending institution. These other funding alternatives require higher costs.

Based on the number of residential lots proposed within the Grenelefe district (1,946) and the Engineer's Cost Estimate (\$38,775,000) provided (See Exhibit 6), the per unit cost will potentially be \$19,926 per unit. When spread over a 20-year bonding period, the CDD debt will be in the range of \$1,200 per unit. That leaves around \$800 per unit for CDD maintenance in order to keep the CDD fees in the \$2,000 annual assessment target typical of most other CDDs in the County. The table to follow provides an estimated per unit cost of other CDDs approved by the Board.

Table 9

Case#	District Name	units	Total Cost	per unit cost
CDD 06-01	Poinciana West	1,650	\$31,907,200	\$19,338
CDD 15-01	Champions Reserve	221	\$7,350,000	\$33,258
CDD 16-03	Highland Meadows II	415	\$8,200,000	\$19,760
CDD 18-03 LDCDD-2020-2 LDCDD-2020-3 LDCDD-2021-8	North Powerline Road	1,868	\$56,851,293	\$29,954
LDCDD-2018-1	Highland Meadows West CDD	395	\$8,242,498	\$22,583
LDCDD-2019-2	Forest Lake CDD	571	\$12,290,000	\$21,524
LDCDD-2019-3	Saddle Creek Preserve CDD	425	\$12,825,000	\$30,177
LDCDD-2019-4	Astoria CDD original	687	\$12,764,000	\$18,580
LDCDD-2020-1	Sand Mine Road original	615	\$17,971,119	\$29,221
LDCDD-2021-1	Westside Haines City	2,745	\$68,625,000	\$25,000
LDCDD-2021-2	Astoria Expansion	1,013	\$25,920,000	\$25,587
LDCDD-2021-4	Hammock Reserve	1,029	\$23,868,500	\$25,196
LDCDD-2021-6	Lake Deer	597	\$17,324,082	\$29,019
LDCDD-2021-7	Fox Branch Ranch	641	\$18,478,762	\$28,828
LDCDD-2021-9	Belle Haven	353	\$13,145,000	\$37,238
LDCDD-2022-1	Yarborough Lane	562	\$22,825,000	\$40,614
LDCDD-2022-3	Schaller Preserve	415	\$16,058,446	\$38,695
LDCDD-2022-4	Hartford Terrace	517	\$24,420,000	\$47,234
LDCDD-2022-5	Sand Mine Road expansion	789	\$21,663,830	\$27,457
LDCDD-2022-6	Astoria CDD 2 nd expansion	1,413	\$36,920,000	\$26,129
LDCDD-2024-2	Groves at Lake Marion	423	\$16,420,222	\$38,819
LDCDD-2024-3	Cypress Creek Reserve	885	\$22,972,400	\$25,958

The per unit costs will be amortized and assessed on each property over a period adequate to pay off the debt and provide maintenance and administrative costs in the future. There are currently 68 CDDs approved in the County and over half of them are actively assessing properties. There are 26 CDDs in effect in the unincorporated County. There are currently 1,999 CDDs in Florida, according to Florida Commerce as of December 14, 2024.

Consistency with the Comprehensive Plan and LDC:

The site is located in a Utility Enclave Area (UEA), which is an area that has “*developed at urban or suburban densities with County-owned, municipal or County-franchised potable-water systems, and centralized public sewer facilities, or private sewer system in excess of 400,000 GPD. UEs are typically lacking the full complement of other urban services typically found in the Transit Supportive Development, Urban Growth, or Suburban Areas,*” according to POLICY 2.107-A1 of the Comprehensive Plan. There are public water and wastewater services currently available throughout the development. There will be the need for some line improvements and lift station additions and expansions to support the new units. The wastewater treatment plant has some capacity for the initial phases of the new development and is scalable to provide service to all of the CDD when needed. There is adequate traffic capacity on the most affected roadways. However, with these units there will be a need for offsite intersection improvements on the major routes of travel. A Major Traffic Study will be required which will identify where the needed improvements will be. Public safety facilities are at urban service levels. A fire rescue station was recently constructed within proximity to the development and there is overlapping coverage from two other stations. A Sheriff’s command center is under construction within five miles or less of the development. There are elementary and middle schools nearby and a high school is planned for

fall of 2026. There is also a regional park nearby. There is no mass transit available, and retail commercial services are few.

This CDD is located within the Grenelefe UEA that has specific goals, policies and objectives within Section 2.130-E1 of the Comprehensive Plan. The LDC contains specific regulations regarding development standards for Grenelefe in Section 402.F. The portion of the Grenelefe UEA where this CDD is proposed is under review for Comprehensive Plan Future Land Use Map and text amendments (LDCPAL-2024-5 and LDCPAL-2024-6) to accommodate the new development followed by LDC Text changes (LDCT-2024-10).

This CDD also encompasses a portion of a Planned Development approval, PD 73-19M. It was approved by the Board of County Commissioners on April 8, 2009. This PD will no longer be applicable to the areas within this CDD as the LDC text will dictate density, intensity, and development standards specifically addressing the same requirements that would be found in an Planned Development approval. Table 10, to follow, provides an analysis of the proposed request when compared to typical policies of the Comprehensive Plan selected by staff for evaluation of development proposals. Based upon this analysis, the proposed request is consistent with relevant policies of the Polk County Comprehensive Plan.

Table 10

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 proposed 1,700 single family and 246 multifamily unit development is compatible with neighboring properties and there is adequate infrastructure to support it as well. The connection to public wastewater enables higher density and smaller lot sizes. There are public safety facilities, school facilities, and a regional park within close proximity to the site.
POLICY 2.102-A1: DEVELOPMENT LOCATION – Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing Communities.	The site is a part of a larger development planned for more intense urban development as a destination resort. This request is intended for permanent residents.
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 proposed development is consistent with services available in the Urban Enclave Area (UEA).
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.	The site is located within an area that has a significant amount of urban infrastructure and services with ample capacity to serve it. Transportation facilities are within levels of service, potable water and wastewater is available, there is a regional park within five (5) miles and so are three Fire Rescue stations. There is an elementary school

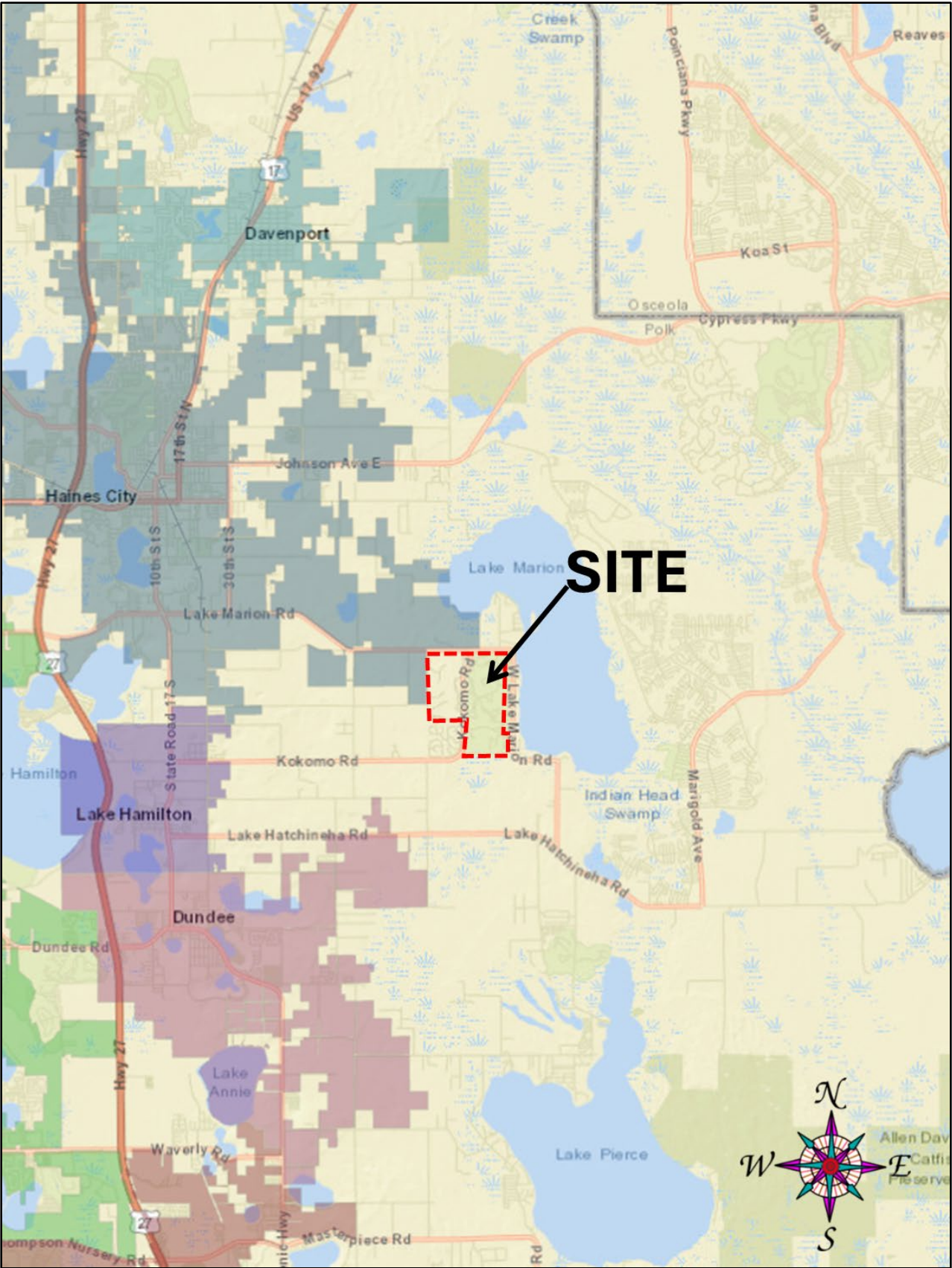
Table 10

Comprehensive Plan Policy	Consistency Analysis
	within two miles, another elementary and middle school within five miles, and there is a high school planned in the area. The only service weaknesses are daily and weekly retail commercial needs.
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 subject property is located within an area of the County that has adequate public safety services as identified in the staff report. There is a new Fire Rescue station within three (3) miles of the site and two others within five (5) miles.

Comments from other Agencies: The Polk County Land Development Engineering and the County Surveyor contributed to the drafting of this report.

Exhibits:

- Exhibit – 1 Location Map
- Exhibit – 2 Current Future Land Use Map
- Exhibit – 3 Future Land Use Map post LDCPAL-2024-5&6
- Exhibit – 4 2024 Satellite Photo (Context)
- Exhibit – 5 2024 Satellite (Close-up)
- Exhibit – 6 CDD Board of Supervisors
- Exhibit – 7 Proposed Facilities & Cost Estimate
- Exhibit – 8 Proposed Potable Water Network
- Exhibit – 9 Proposed Wastewater Network

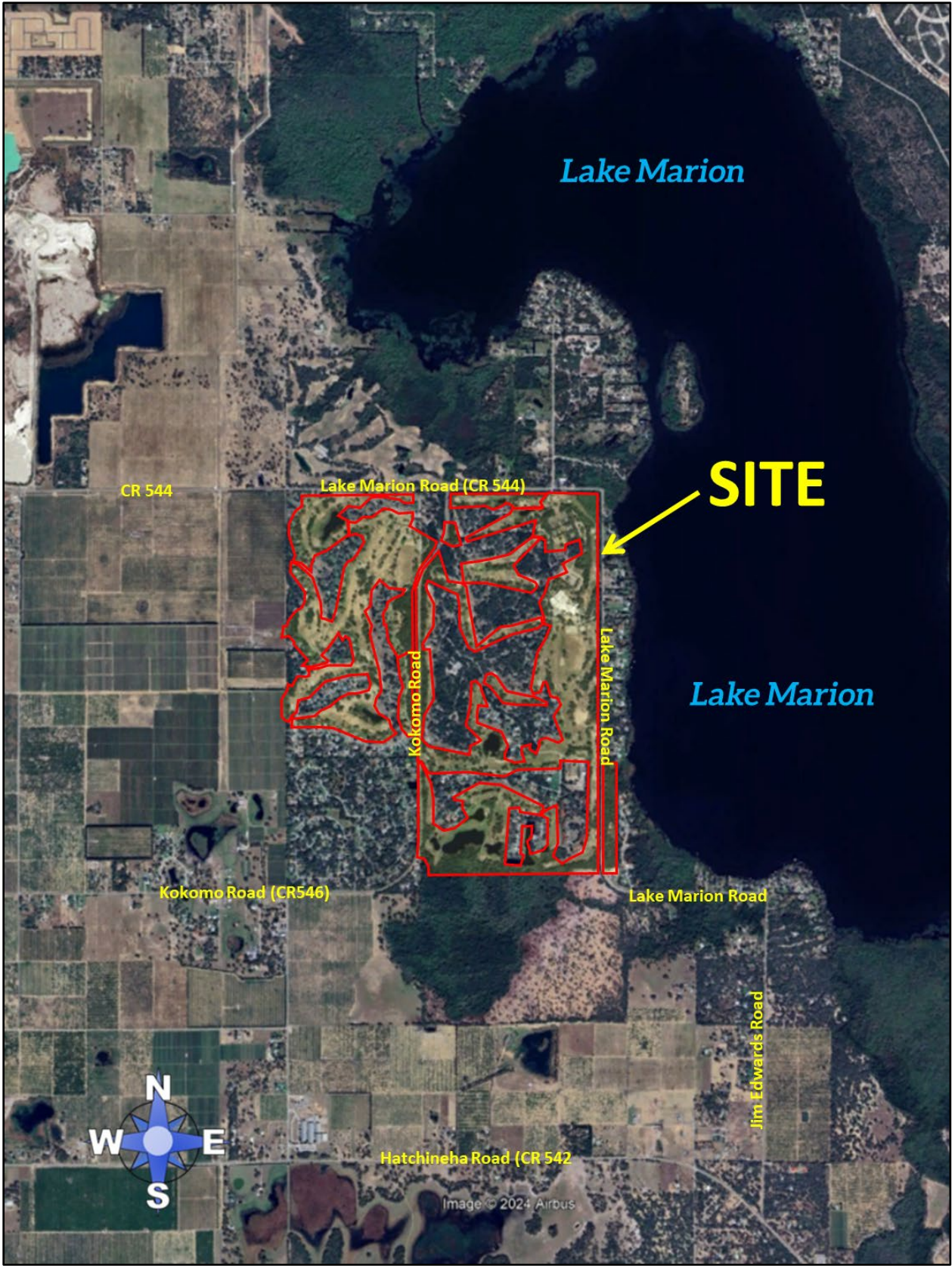


Location Map

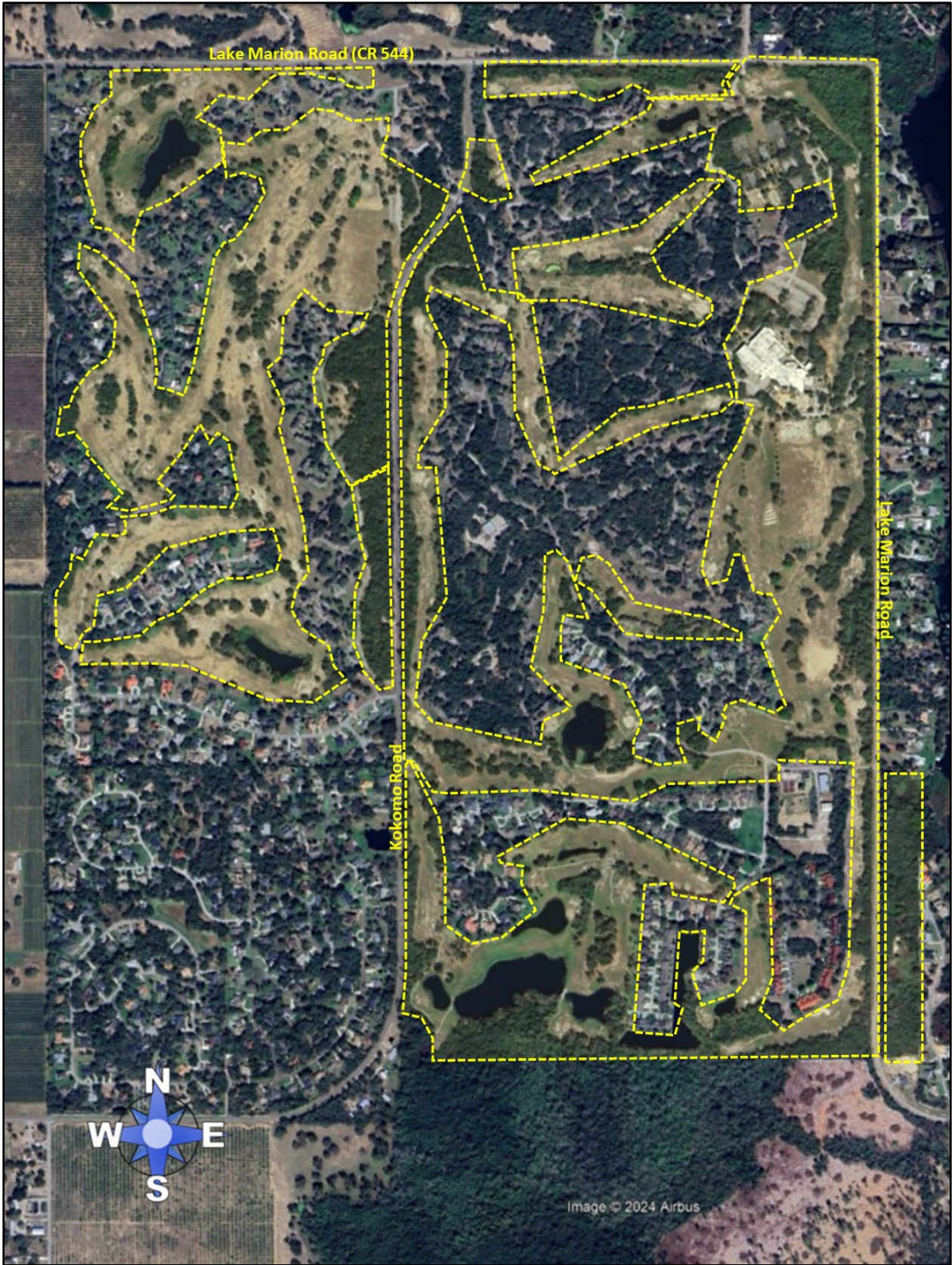


Future Land Use Map

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January 7, 2025



2024 Satellite Photo (Context)



2024 Satellite (Close-up)

ESTIMATED COSTS OF DISTRICT CAPITAL IMPROVEMENT PLAN

<u>Facility Description</u>	<u>Cost Estimate</u>	<u>O&M Entity</u>
Public Earthwork	\$5,000,000.00	CDD
Roadways	\$8,400,000.00	CDD
Stormwater Management	\$5,200,000.00	CDD
Hardscape/Landscape/Irrigation	\$4,300,000.00	CDD
Streetlight/Electrical	\$2,100,000.00	CDD
Amenities	\$5,300,000.00	CDD
Off-Site Improvements	\$2,950,000.00	County
Professional Services	\$2,000,000.00	CDD
Contingency (10%)	\$3,525,000.00	As above
<i>TOTAL</i>	\$38,775,000.00	

***NOTE:** All cost estimates are subject to change. Further, the Developer reserves the right to privately finance any of the above improvements and transfer them to an HOA for ownership and operation upon completion.

****NOTE:** Water and wastewater utilities are estimated to cost approximately \$20 million and will be privately owned and maintained. As such, these utilities are not included in the District's capital improvement plan.

Proposed Facilities & Cost Estimate

Greenelefe Community Development District Board of Supervisors

Seat 1

Frederick Scott House
3425 Turnberry Drive
Lakeland, FL 33803

Seat 2

Victoria E. Ramirez
3425 Turnberry Drive
Lakeland, FL 33803

Seat 3

Matthew Morrison,
5121 S. Lakeland Drive Ste #2,
Lakeland, FL 33813

Seat 4

Juan Alzate,
248 W. Riverbend Drive
Sunrise, FL 33326

Seat 5

Raymond Royce Tucker Jr.,
3330 Turnberry Drive,
Lakeland, FL 33803



Proposed Potable Water Network



Proposed Wastewater Network