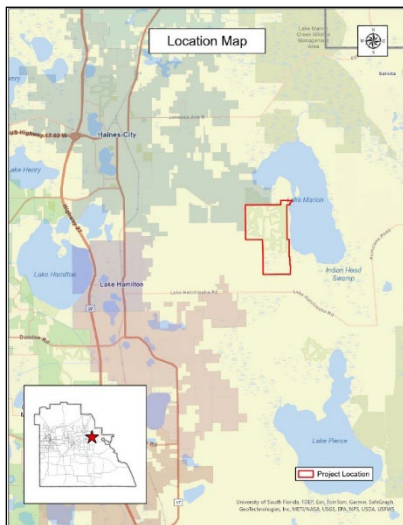


POLK COUNTY DEVELOPMENT REVIEW COMMITTEE CASE OVERVIEW

DRC Date:	April 11, 2024
Planning Commission Date:	October 2, 2024
BoCC Dates:	November 5, 2024 Transmittal, and January 7, 2025 Adoption
Applicant:	Bart Allen, Peterson & Myers, P.A.
Level of Review:	Level 4 Review, Comprehensive Plan Map Amendment
Case Number and Name:	LDCPAL-2024-5 Grenelefe DRI CPA
Request:	Large Scale Comprehensive Plan map amendment from Tourism-Commercial Center-X (TCCX), and Development of Regional Impact-X (DRIX) to Residential Low-X (RLX), Residential Medium-X (RMX), and Neighborhood Activity Center-X (NACX) on 526± acres. Related to LDCPAL-2024-6 a Comprehensive Plan Text Amendment, and LDCT-2024-10 a Land Development Code Text Amendment.
Location:	Grenelefe is south of HWY 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, 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:	526± acres (eleven (11) parcels)
Development Area/Overlays:	Utility Enclave Area (UEA); Grenelefe (UEA)
Future Land Use:	Tourist Commercial Center-X (TCCX), and Development of Regional Impact (DRI)
Nearest Municipality	Haines City
DRC Recommendation:	Approval
Planning Commission Vote:	Approval (5:0, two absent)
Florida Commerce	24-09ESR - No Objections, Recommendations, or Conditions
Case Planner:	Robert Bolton, Planner III



Location



Current Future Land Use

Summary:

This is an applicant initiated Large Scale Comprehensive Plan Map Amendment to change the Future Land Use (FLU) designation on 526± acres from Tourism-Commercial Center-X (TCCX), and Development of Regional Impact-X (DRIX) to Residential Low-X (RLX), Residential Medium-X (RMX), and Neighborhood Activity Center-X (NACX) in the Utility Enclave Area (UEA). The subject site consists of the Golf Course, Convention Center, former tennis center, and the wastewater treatment facility for Grenelefe UEA. The subject site is part of the original Grenelefe DRI (as approved by PUD73-19). The Grenelefe DRI has an executed “Essentially Build-Out Agreement” between the Department of Community Affairs (now Florida Commerce) and the owner, developer, their successors and assigns, and Polk County that states the DRI has met all of its development obligations. The request for the Land Use changes will allow for the vacant and deteriorating Convention Center, Tennis Facility, and dormant golf courses, located within the Tourism-Commercial Center-X (TCCX), and Development of Regional Impact-X (DRIX) districts to change to Residential Low-X (RLX), Residential Medium-X (RMX), and Neighborhood Activity Center-X (NACX). This change will allow the requested area to be redeveloped to more viable uses of a Neighborhood Activity Center and Residential areas and reviving 9-holes of the former golf course.

Compatibility Summary

The subject site is intermixed within the existing Grenelefe DRI with a diversity of housing types, vacant and deteriorating Convention Center, Tennis Facility, and dormant golf courses. The existing housing types within Grenelefe include Condominiums, Attached Housing, and Detached Single-Family. The former golf course is intermixed throughout the Grenelefe UEA. The former golf course is located within both the DRIX and TCCX Land Use districts. The former tennis center is located in the northeastern portion of the Grenelefe UEA, with the former convention center south of the tennis center.

The total acreage of the request is 526± acres, of which 478± acres, or approximately 91%, are requested for Residential Low-X (RLX), 36± acres, or approximately 7%, are requested for Residential Medium-X (RMX), and 12± acres, or approximately 2%, are requested for Neighborhood Activity Center-X (NACX). The request is considered to be compatible and consistent with the adjacent and surrounding uses. The Residential Low-X (RLX) abuts other detached single family residential, the Residential Medium-X abut Collector Roads or other multi-family, and the Neighborhood Activity Center-X (NACX) is located in the east and west sides of the Kokomo Road and CR 544 (Lake Marion Road) intersection.

Utility Enclave Areas (UEA) are areas within the County which have 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. UEAs are typically lacking the full complement of other urban services typically found in the Transit Supportive Development, Urban Growth, or Suburban Areas. The Grenelefe DRI was originally developed as an enclave with their own potable water and sewer treatment plant. The Grenelefe wastewater plant has a permitted capacity of 680,000 GPD, which is sufficient for the Future Land Use requests with the related text amendments (LDCPAL-2024-6 and LDCT-2024-10) that limits the development.

Infrastructure Summary

The subject site is intermixed within the existing Grenelefe DRI and has been being historically serviced by all forms of public infrastructure, except potable water and wastewater (UEA). The request, with proper planning of additional public safety will maintain public safety, a Major Traffic Study and follow-up analysis will be required for transportation, school concurrency will need to be met at the time of development. The UEA's potable water and wastewater provider provided documentation that they have the permitted availability to meet water and wastewater needs, available actual capacity will be required at the time of a Level 2 Review for any development.

Environmental Summary

There are limited environmental limitations with the development of this property. Grenelefe was originally developed in the 1970's and 1980's. The former golf course, tennis center and convention center are the areas that are the areas that would be under consideration for redevelopment Grenelefe. Any new development will be required to meet standards for wetland and floodplain impacts and stormwater. There are two (2) public well fields within the subject area, within Chapter 6 of the LDC residential development is not listed as a prohibited use. There have been no sightings of protected species in the area. The sit is not in an Airport Notification Area or known archaeological resources onsite.

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 2.107-A1: Utility Enclave Area Description
- Policy 2.120-C3: Residential Low Location Criteria
- Policy 2.120-C4: Residential Low Development Criteria
- Policy 2.120-D3: Residential Medium Location Criteria
- Policy 2.120-D4: Residential Medium Development Criteria
- Policy 2.110-D: Neighborhood Activity Centers
- Policy 2.130-E1: Grenelefe Utility Enclave Area (UEA) (LDCPAL-2024-6)
- Section 402-F: Grenelefe Utility Enclave Area (UEA) (LDCT-2024-10)

Findings of Fact

Request and Legal Status

- Tourism-Commercial Center-X (TCCX), and Development of Regional Impact-X (DRIX) to Residential Low-X (RLX), Residential Medium-X (RMX), and Neighborhood Activity Center-X (NACX) on 526± acres in the Utility Enclave Area (UEA). LDCPAL-2024-5 is related to LDCPAL-2024-6 a Comprehensive Plan Text Amendment, and LDCT-2024-10 a Land Development Code Text Amendment to the Grenelefe UEA.
- The Comprehensive Plan, Policy 2.120-C1, permits up to five (5) units to the acre in RL, Policy 2.120-D1, permits up to ten (10) units to the acre in RM. The related Comprehensive Plan Text Amendment (LDCPAL-2024-6), and Land Development Code Text Amendment (LDCT-2024-10) further limits the densities for both the RL and RM districts with specific

maximum numbers of dwelling units per district as well as a Village District maximum density, lot widths and lot minimum sizes.

- If this request and the related text amendments are approved, the Residential Low district, 478± acres, would be limited to a maximum of 1,700 detached single-family dwelling units, or 3.56± dwelling units to the acre. The Residential Medium district, 36± acres, would be limited to 246 dwelling units, or 6.83± dwelling units to the acre.
- The Comprehensive Plan, Policy 2.110-D, permits a maximum Floor Area Ratio (FAR) of 0.25 or 124,254± square feet. If this request and the related text amendments are approved would limit the total square foot of non-residential development to 60,000 square feet not including the golf course and other recreation amenities.
- The subject site consists deteriorating convention center, tennis facility, and dormant golf courses for the former Grenelefe DRI Resort.
- The Grenelefe Resort and Convention Center was constructed in the late 1970's and early 1980's as part of the Grenelefe DRI (PUD73-19).
- The subject site is within the Grenelefe Development of Regional Impact (DRI) first approved after the PUD approval in 1973. The Grenelefe DRI has an executed "Essentially Built-Out Agreement" between the Department of Community Affairs (now Florida Commerce) and the owner, developer, their successors and assigns, and Polk County that states the DRI has met all of its development obligations.
- Chapter 9, Section 906, H. and 907, G, permits a use in a previously approved PUD if the requested use is as a P, C1, or C2 in the Future Land Use designation. The subject site's Future Land Use designation of DRI Imperial Lakes is not in the use table. Since the DRI has been declared Essentially Built out, a DRI PUD modification will not permit another use unless the Future Land Use designation is amended.

Compatibility

- The existing uses surrounding the site are a variety of single-family detached, single-family attached, and condo developments throughout Grenelefe.
- There are limited commercial uses within the area. On the north side of SR 544 is a convenience store with gas and attached small restaurant.
- The subject site weaves through some single-family subdivisions and condominium sites as well as fronting the south and west sided of CR 544 (Lake Marion Road) and the east and west sides of Kokomo Road (CR 546).
- The Future Land Use designation surrounding the site are Residential Low-X (RLX), Residential Medium-X (RMX), Residential High-X (RHX), Tourist Commercial Center-X (TCCX), and Preservation-X (PRESVX).

- CR 544 (Lake Marion Road), on the north side of Grenelefe extends westward, on the south of Haines City and intersects with US Highway 27. Kokomo Road (CR 546 E), in the center of Grenelefe, intersects with CR 544 (Lake Marion Road), travels south through Grenelefe and on the south side of Grenelefe extends westward and intersects with US Highway 27, north of Lake Hamilton.

Infrastructure

- The subject site is within the zoned boundaries of Sandhill Elementary (Zoned), Lake Marion Creek Middle (Zoned), and Haines City High School (Zoned) districts. Of the 526± subject acres, at full buildout of 514± residential acres is 1,521 residential units, with the remaining 12± acres being non-residential NACX.
- The nearest Fire and EMS services are located at Polk County Fire Rescue Station 13 at 2021 Watkins Road, Haines City with an estimated travel distance of 4.5 miles.
- The subject site is within the Southwest District Commend Area for the Sheriff's office.
- The subject site is within the Utility Enclave Area (Grenelefe UEA) for potable water, and wastewater. The potable water system has permitted capacity of one (1) Million of Gallons Per Day (MGD) and 680,000 GPD of wastewater permitted capacity. The maximum buildout of 246 multi-family units, 1,275 single-family units and 60,000 sf of commercial/retail will require less than the available permitted capacity for potable water as well as less than the permitted capacity for wastewater. Actual capacity will be required during a Level 2 Review.
- Primary access to the subject site is from two (2) roads, CR 544 (Lake Marion Road) and Kokomo Road (CR 546). Both of these roads have direct connections to US 27 to the west. Kokomo Road is on the southern side of Grenelefe and turns northward bisecting the Grenelefe development and intersecting with CR 544 (Lake Marion Road) at the northern side of the development. On the eastern side of Grenelefe, CR 544 (Lake Marion Road) turns south and is the eastern side of Grenelefe. Near the southern end of Grenelefe, CR 544 (Lake Marion Road) turns east and ends with the intersection with Jim Edwards Road, which goes south and intersects with Lake Hatchineha Road (CR 542).
- There is available traffic capacity all the way from the site on the nearest affected traffic segment of U.S. Highway 27. Traffic patterns may change in the future as the area is expected to develop which will bring retail services in closer proximity. If and when this occurs more traffic could flow in a different direction such as to Lake Hatchineha Road. For now, there is capacity on Lake Hatchineha Road to support development but that could change with new retail attractors locating along the corridor. The related LDCPAL-2024-5 Comprehensive Plan Text Amendment adds language to Policy 2.130-E1D d. that specifically addresses transportation concurrency.
- The nearest park is the Poinciana Community Park about 5.5 miles to the southeast.

- There are no sidewalks on CR 544 (Lake Marion Road), Kokomo Road (CR 546), or within the Grenelefe UEA.

Environmental

- There are surface waters on the subject site created by the golf course. There are many elevation changes as part of the golf course design. These changes range from 70 feet above sea level to 97 feet.
- There are wetlands and floodplains on the subject site. The wetland and floodplains are predominantly related to the lakes/water hazards that were part of the prior golf course. Any future development would have to adhere to Section 620 Wetland Protection of the Land Development Code.
- The soils were analyzed with the DRI and the sites soils were reflected in the most recent soil surveys. The soils, include Candler Sand; Tavares fine Sand, Immokalee Sand, Placid and Myakka fine sands, Samsula Muck and water.
- There have not been any endangered species identified on site according to the Endangered Habitats map for Polk County based on 2011 Florida Natural Inventories Area data.
- There are no known archeological resources expected on the subject site due to the development of the golf course. This would have been addressed as part of the DRI review in the 1970s.

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-A3 Land Use Categories for the UEA list Residential Low, Residential Medium, and Neighborhood Activity Centers as permitted land use categories in this development area.
- Policy 2.120-C3 Location Criteria for RL states that RL shall be located only within the TSDAs, UGAs, SDAs, and UEAs and new Residential-Low development shall not be located within Activity Centers. The placement of Residential-Low shall be evaluated based on the general criteria listed in Policy 2.119-A2.
- Policy 2.120-D3 Location Criteria for RM states that RM shall be located only within the TSDAs, UGAs, SDAs, and UEAs and new Residential-Medium development shall not be

located within Activity Centers. The placement of Residential-Medium shall be evaluated based on the general criteria listed in Policy 2.119-A2.

- POLICY 2.119-A3 Development Criteria for RL states residential development in RL shall conform to the following criteria:
 - a. BUFFERING: Buffering, when provided to lessen the impact and friction between residential and non-residential land uses, may take the form of physical barriers, such as walls, fences, berms, landscaping, open spaces, or other similar design features.
 - b. DENSITY AND SCALE: New residential development, immediately adjacent to existing residential areas, should be designed so as to minimize any potential adverse impacts due to dissimilar densities or building scale.
 - c. HOUSING TYPES: Residential structures may include all various types, such as: conventionally built single-family dwelling units; attached or detached units; zero-lot-line structures; factory-built modular units; mobile homes; duplexes; townhouses; and apartment complexes, provided they meet appropriate location standards and meet adopted building codes and construction standards.
 - d. ACCESS TO STREETS: New residential development should have direct access to local streets, as specified in Policy 2.128 – C3. Access to collector and arterial streets shall be provided by local streets at intervals meeting recognized safety standards. Private residential driveways should be discouraged on collector or arterial streets.
 - e. INTERNAL CIRCULATION: Residential developments should be designed to provide for an efficient internal circulation system to include the provision of collector streets and adequate parking in accordance to the scale of the development.
 - f. DENSITY COMPUTATIONS: Polk County shall use gross densities when determining residential densities. Gross density is determined by dividing the total number of dwelling units on the site by the total area of the residential site, exclusive of water bodies. The area for computing gross density shall include all public and institutional land uses (e.g. internal streets, sewer plants, schools, parks, etc.) located within the site, as well as one-half of the right-of-way area for perimeter "local" streets, and one-fourth of the right-of-way area for perimeter local street intersections, for those areas not already owned by the public.
- POLICY 2.110-E4 Development Criteria states Development within a Community Activity Center shall conform to the following criteria:
 - a. Community Activity Centers shall have frontage on, or direct access to, an arterial or collector roadway, or a frontage road or service drive which directly serves an arterial or collector roadway.
 - b. Different uses within a Community Activity Center shall incorporate the use of frontage roads or shared ingress/egress facilities wherever practical.
 - c. Adequate parking shall be provided to meet the demands of the uses, and interior traffic-circulation patterns shall facilitate the safe movement of vehicular, bicycle, and pedestrian traffic.
 - d. Buffering shall be provided 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.
 - e. New residential shall be limited to Special Residential and shall not exceed 30 percent of the total area of the community activity center. Location of residential units above

stores shall be encouraged by not considering such units against the maximum residential percentages.

- f. There shall be no limits on the mix of office and commercial uses within a Community Activity Center.
- g. The maximum floor area ratio shall not exceed 0.30 unless developed as a Planned Development.
- h. Planned Developments within the Community Activity Center may be permitted a maximum floor area ratio up to 1.0 and a maximum residential density of 25 dwelling units per acre. Intensity and density increases shall only be awarded to innovative, efficient, and compatible Planned Development proposals that are consistent with the general district characteristics and are located within the TSDA and UGA. The Land Development Code shall establish specific development standards and criteria for Planned Developments within activity centers.

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 LDCPAL 2024-5**.

Planning Commission Recommendation: On October 2, 2024, at an advertised public hearing, the Planning Commission recommend **5:0**, to **APPROVE LDCPAL-2024-5**.

Department of Florida Commerce (Florida Commerce) Objections, Recommendations, and Comments (ORC Report): 24-09ESR - No Objections, Recommendations, or Conditions.

This report will be updated when comments are received and prior to the agenda review. Their report will be provided under separate cover.

***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

The subject site is intermixed within the existing Grenelefe DRI with a diversity of housing types, vacant and deteriorating Convention Center, Tennis Facility, and dormant golf courses. The existing housing types within Grenelefe include Condominiums, Attached Housing, and Detached Single-Family. It is noted that none of the existing housing units are included within the requested Land Use Request. Approximately half of the Condominiums are owned by a single company Alya Grenelefe LLC, and are operated as residential rental units, similar to an apartment complex. The Condominium units are predominantly located on the east side of Kokomo Road and west of Lake Marion Road (CR 544), with a significant number located on the west side of Kokomo Road. The Country Homes neighborhood, generally located in the north and west portions of the Grenelefe UEA are Attached Housing units, along with the Grenelefe Club Estates in the southeastern part of the Grenelefe UEA. Many of the detached single-family lots are located within the Arrowhead Lake neighborhood located in the southwestern area of the Grenelefe DRI. Grenelefe Estates, located in the southwestern portion of the Grenelefe UEA is another neighborhood of detached single-family homes. The former golf course is intermixed throughout the Grenelefe UEA. The former golf course is located within both the DRIX and TCCX Land Use districts. The former tennis center is located in the northeastern portion of the Grenelefe UEA, with the former convention center south of the tennis center.

Table 1 Surrounding Uses

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 Sequoya Ridge subdivisions	South Spring Pines Residential development, future Smokey Groves residential, and Preservation wetlands	Southeast A/RR; single-family detached lake front lots Lake Marion

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

Exhibit 4 shows the proposed Future Land district request. The total acreage of the request is 526± acres, of which 478± acres, or approximately 91%, are requested for Residential Low-X (RLX), 36± acres, or approximately 7%, are requested for Residential Medium-X (RMX), and 12± acres, or approximately 2%, are requested for Neighborhood Activity Center-X (NACX). The request is

considered to be compatible and consistent with the adjacent and surrounding uses. The Residential Low-X (RLX) abuts other detached single family residential, the Residential Medium-X abut Collector Roads or other multi-family, and the Neighborhood Activity Center-X (NACX) is located in the east and west sides of the Kokomo Road and CR 544 (Lake Marion Road) intersection.

It is noted that the population support, of 5,000 people within a mile and a half radius, for a Neighborhood Activity Center has not been met. However, the related Comprehensive Plan Text Amendment (LDCPAL-2024-6) requires any development over 5 acres will need to demonstrate an existing population support. This will allow for residential support commercial to begin development at the intersection of Kokomo Road and Lake Marion Road.

Compatibility with the Surrounding Uses

Compatibility is often regarded as a subjective term used to express ones' opinion or feeling about the appropriateness of locating differentiating uses rather than being based upon facts or evidence to support those opinions or feelings. The American Planning Association (APA) defines compatibility as "the characteristics of different uses or activities or design which allow them to be located near or adjacent to each other in harmony." Some elements affecting compatibility include (but are not limited to): height, scale, mass and bulk of structures, pedestrian or vehicular traffic, landscaping, lighting, noise, odor, or whether or not something is aesthetically pleasing (*Source: A Planner's Dictionary; American Planning Association*).

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."

Utility Enclave Areas (UEA) are areas within the County which have 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. UEAs are typically lacking the full complement of other urban services typically found in the Transit Supportive Development, Urban Growth, or Suburban Areas. The Grenelefe DRI was originally developed as an enclave with their own potable water and sewer treatment plant. The Grenelefe wastewater plant has a permitted capacity of 680,000 GPD, which is sufficient for the Future Land Use requests with the related text amendments (LDCPAL-2024-6 and LDCT-2024-10) that limits the development.

Nearest Elementary, Middle, and High School

The schools zoned for the subject property are the zoned schools listed in Table 2 below. At full buildout of the site with the densities allowed by the relate LDCT-2024-10 LDC Text Amendment of 1,275 single-family and 246 multi-family or a total of 1,521 residential units may reach 849 students. At the time, there is currently available capacity at the zoned schools. Developments are required to achieve school concurrency to ensure there is adequate support. School capacities will be reviewed again during the binding school concurrency determination process at Level 2.

Table 2

Name of School	Annual Estimated Demand	% Capacity 2022-2023 School Year	Average driving distance from subject site
Sandhill Elementary (Zoned)	319 students	84%	1.9± mile driving distance
Lake Marion Creek Middle (Zoned)	123 students	88%	9.4± miles driving distance
Haines City High School (Zoned)	201 students	87%	5.6± miles driving distance

Source: 2023-24 Polk County School Board Utilization Table, Polk County Impact Fee Ordinance, GIS

Nearest Sheriff, Fire, and EMS Station

Table 3 below displays that the nearest Sheriff District office is located approximately 12.6 miles from the subject site. Response time varies depending on where the nearest sheriff's deputy patrol car is located rather than the office. The nearest fire station and Emergency Medical Services (EMS) is out of Station #13 located approximately 4.5 miles from the subject site. Fire rescue provides immediate Emergency Medical Technician (EMT) services to a scene. Ambulance provides transport of the injured to the Hospital.

Table 3 Public Safety Information

	Name of Station	Distance
Sheriff	Polk County Sheriff Office's Southeast District 4011 Sgt. Mary Campbell Way, Lake Wales	12.6 +/- miles P1-14:52 P2-38:42
Fire/ EMS	Fire Rescue Station 13 2021 Watkins Rd, Haines City	4.5 +/- miles 12 minutes

Source: Polk County Sheriff's Office and Polk County Fire Rescue.

The responding Sheriff's substation will be out of the Southeast District located at 4011 Sgt. Mary Campbell Way, Lake Wales and is approximately 12.6 miles to the site. Sheriff response times are not as much a function of the distance to the nearest sheriff's substation, but more a function of the overall number of patrol officers within the County. Current response times for priority one (1) is 14:52, and priority two (2) responses are 38:42. The proposed land use changes are anticipated to increase the demands for services and new development occurs. If the proposed land use designations are adopted, prior planning of additional public safety substations could help alleviate the increased need for these services.

Water and Wastewater

A. Estimated Demand and Service Provider

The subject site is within the Grenelefe Utility Enclave Area (UEA). The Future Land Use request from TCCX and DRIX carries an estimated amount of entitled water and wastewater capacity currently allocated to the existing uses within the TCCX, Convention Center, Convention Center expansion, hotel rooms, workforce housing, and resort residential units reflected in Table .

Table 4 Estimated Water and Sewer Impact Analysis

Table 4 Estimated Water and Sewer Impact Analysis					
Permitted In <u>Existing</u> Land Use and Land Development Code Section 2.130-E1					
<u>Unit Description</u>	<u>Units</u>	<u>Generation Rates</u>		<u>Usage</u>	
		<u>Water</u> <u>GPD/Unit</u>	<u>Sewer</u> <u>GPD/Unit</u>	<u>Water</u> <u>GPD</u>	<u>Sewer</u> <u>GPD</u>
Resort Residential	1,753 units	360	270	631,080	473,310
Multi-Family (Workforce Housing)	120 units	198	180	23,760	21,600
Hotel Rooms	300 units	100	80%	30,000	24,000
Commercial Retail	60,000 sf	0.22	80%	13,200	10,560
Convention Center (Expansion)	50,000 sf	0.29	80%	14,500	11,600
Convention Center (Existing)	50,000 sf	0.29	80%	<u>14,500</u>	<u>11,600</u>
<u>Total Usage</u>				<u>727,040</u>	<u>552,670</u>
Permitted In <u>Proposed</u> Land Use and LDCT-2024-10 Revised LDC Section 2.130-E1					
<u>Unit Description</u>	<u>Units</u>	<u>Generation Rates</u>		<u>Usage</u>	
		<u>Water</u> <u>GPD/Unit</u>	<u>Sewer</u> <u>GPD/Unit</u>	<u>Water</u> <u>GPD</u>	<u>Sewer</u> <u>GPD</u>
Multi-Family (townhouse)	246 units	198	180	48,708	44,280
Single-Family	1,275 units	360	270	459,000	344,250
Commercial Retail	60,000 sf	0.22	80%	<u>13,200</u>	<u>10,560</u>
<u>Total Usage</u>				<u>520,908</u>	<u>399,090</u>

Source: Polk County CPA Concurrency Manual

B. Available Capacity

The existing entitled water and wastewater uses for the subject site indicates potable water usage of 727,040 GPD and wastewater consumption of 552,670 GPD. The proposed Future Land Use designation changes along with the development standards set forth in the related text amendments LDCPAL-2024-6 a Comprehensive Plan Text Amendment, and LDCT-2024-10 a Land Development Code Text Amendment setting limits and standards for densities and intensities for development. Staff estimates a reduction in the anticipated usage for both potable water and wastewater usage.

The proposed requests would generate an estimated potable water usage of 673,9087 GPD and wastewater consumption of 399,090 GPD. This represents an approximate 28.4% reduction of the entitled potable water, and an approximate 27.8% reduction of the entitled wastewater. This allows for available utilities for the golf course and other amenities.

C. Planned Improvements

The Grenelefe UEA wastewater plant, permitted with the FDEP (permit #FLA013016), is reported to have an already fully built plant capacity of 680,000 GPD, with 340,000 GPD currently permitted by the FDEP. It is further reported that plant capacity can be brought back online as needed with upgrades. It is also reported that the current existing use of the wastewater treatment plant is utilizing 120,000 GPD, based in a 12-month average. To accommodate the request upgrades and expansion will be required and the applicant, the owner of the wastewater treatment plant, has acknowledged that upgrades and improvements will need to be made to reach the permitted capacity of 680,000 GPD. It is noted that some upgrades and improvements, such as additional Rapid Infiltration Basins (RIBs) will require a Level 3 Public Hearing Review (Planning Commission).

The above capacity and current utilization for wastewater were provided by the applicant and indicate an available, permitted capacity, of 560,000 GPD which is sufficient to accommodate this request. However, within the Grenelefe UEA is an approximate 278 acre tract known as the “additional property” or Smokey Groves. This property has a Level 2 approval (LDRES-2024-7 Smokey Groves) for development of 425 single family dwelling units for the “additional property”. The above analysis does not include the Smokey Groves Level 2 approval. The allocated capacity for the 425 single-family residential units approved in Smokey groves (425 units X 270 GPD = 114,750 GPD) needs to be accounted for in conjunction with this analysis. Therefore 680,000 GPD permitted capacity, less 120,000 GPD current usage, less 114,750 GPD committed capacity (Smokey Groves) indicates an available capacity of 445,250 GPD. The request indicates a needed capacity of 399,090 GPD, indication a surplus of 46,160 GPD.

The above capacity and current utilization for potable water were provided by the applicant and indicate an available. The potable water system has permitted capacity of one (1) Million of Gallons Per Day (MGD). The maximum buildout of 246 multi-family units, 1,275 single-family units and 60,000 sf of commercial/retail will require less than the available permitted capacity for potable water as well as less than the permitted capacity for wastewater. Actual capacity will be required during a Level 2 Review.

Prior to any revisions by LDCT-2024-10, the Land Development Code Section 2.130-E1.1B states **“Development of Regional Impact (DRI):** The DRI designation remains on the majority of the golf course due to the impacts on water and sewer. Once the existing water and wastewater plant has been expanded and has the permitted and plant capacities to handle additional development, then the applicant may request to change the land use for those portions designated DRI.” The current request meets this policy in that fully built out the anticipated wastewater generation is below the capacity allowed under the current permit capacity. It is noted that as the project is built out, any new development will have to have existing plant capacity at the time of any review approval.

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 proposed request will generate less traffic, a calculated 34.2% reduction, than the current uses.

Table 5 Estimated Transportation Impact Analysis

Permitted In <u>Existing</u> Land Use and Land Development Code Section 2.130-E1						
<u>Unit Description</u>	<u>Units</u>	<u>AADT</u>	<u>AADT</u> <u>Trips</u>	<u>PM Peak</u> <u>Hour</u>	<u>%</u> <u>New</u>	<u>Peak</u> <u>Trips</u>
Resort Residential	1,753 units	7.81	13,691	1.00	100%	1,753
Multi-Family (Workforce Housing)	120 units	6.74	809	0.51	100%	62
Hotel Rooms	300 units	7.99	2,397	0.59	76%	135
Commercial Retail	60,000 sf	24.43	1,466	3.40	76%	156
Convention Center (Expansion)	50,000 sf	12.44	622	3.40	76%	130
Convention Center (Existing)	50,000 sf	12.44	<u>622</u>	3.40	76%	<u>130</u>
Total AADT Trips			<u>19,607</u>	Total PM Peak Trips		<u>2,366</u>
Permitted In <u>Proposed</u> Land Use and LDCT-2024-10 Revised LDC Section 2.130-E1						
<u>Unit Description</u>	<u>Units</u>	<u>AADT</u>	<u>AADT</u> <u>Trips</u>	<u>PM Peak</u> <u>Hour</u>	<u>%</u> <u>New</u>	<u>PM</u> <u>Peak</u> <u>Trips</u>
Multi-Family (townhouse)	246 units	6.74	1,659	0.51	100%	126
Single-Family	1,275 units	7.81	9,958	1.00	100%	1,275
Commercial Retail	60,000 sf	24.43	<u>1,466</u>	3.40	76%	<u>156</u>
Total AADT Trips			<u>13,083</u>	Total PM Peak Trips		<u>1,557</u>

Source: Resort Residential, Single-family: 7.81 AADT and 1.00 AADT PM Peak Hour; Multi-family; 6.74 AADT and 0.51 AADT PM Peak Hour; Hotel; 7.99 AADT with 0.59 PM Peak Hour and 76% new trips; Commercial Retail: 24.43 AADT with 3.40; Single-family rate per unit 7.81 AADT and 1.00 AADT PM 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/Jim Edwards Road, U.S. Highway 27, and Lake Hatchineha Road). U.S. Highway 27 has adequate generalized capacity to assimilate some of the 1,557 PM Peak Hour Trips and not fall below the Level of Service standard set by the Board. Approximately 81 vehicle trips could reach U.S. Highway 27 adding to traffic during the peak hour. However, traffic patterns may change in the future as the area is expected to develop which will bring retail services in closer proximity. If and when this occurs more traffic could flow in a different direction such as to Lake Hatchineha Road. For now, there is capacity on Lake Hatchineha Road to support development but that could change with new retail attractors locating along the corridor. The related LDCPAL-2024-5 Comprehensive Plan Text Amendment adds language to Policy 2.130-E1D d. that specifically addresses transportation concurrency. It should be noted that the current development totals of 1,783 units, 300 hotel rooms, and non-residential development cannot be absorbed at once on the surrounding roadway network.

Table 6 Roadway Link Concurrency

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	1,253	D
5106 S	US Highway 27 From: SR 542 (Dundee Road) To: SR 544	C	1,322	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 April 8, 2022

* Indicates capacity after programmed improvements

Source: Polk County Transportation Planning Organization Roadway Network Database March 2020

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.

Development of the site at 1,521 residential units and 60,000 square feet of non-residential will require a Major Traffic Study. The distribution of trips will be reviewed in terms of the direction of the trips as a significant portion are anticipated to travel by roads in the vicinity. Vehicle trips are considered significant when those from a proposed developed are anticipated to be five (5) percent (%) or more of the roadway’s capacity. This is determined through Major traffic when the final unit count is proposed at Level 2 Review. The related LDCPAL-2024-5 Comprehensive Plan Text Amendment adds language to Policy 2.130-E1D d. that specifically addresses transportation concurrency.

D. Planned Improvements

In addition to any required improvements, incremental or in whole, as development occurs, there is a significant amount of funds being invested in the larger eastern side of the County for transportation improvements that include the following:

- a. Powerline Road
- b. Central Polk Parkway
- c. Johnson Avenue and Cypress Parkway
- d. Lake Hatchineha Road
- e. Kokomo Road
- f. Lake Marion Creek Road
- g. Marigold Avenue

Florida Department of Transportation (FDOT) is moving forward with the Central Polk Parkway East that has a proposed route just west of the subject area. (Exhibit 7)

E. Mass Transit and Sidewalk Network

There are no fixed-route mass transit services on Lake Marion Road. The closest 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 16X the Haines City/Poinciana Express approximately seven (7) miles from Grenelefe UEA. 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 even closer to the site.

Park Facilities:

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. While recreational amenities are not included in the Land Use request, they will be required at each of the Level 2 Reviews.

There are no sidewalk connections to any public recreational areas. The closest public park facilities are 6 miles driving distance to the vehicle entrance on Allegheny Road on the south end of Poinciana. The Poinciana Community Park has a complete array of recreational facilities to meet the demands of future residents. There is a public boat ramp with access to Lake Hatchineha at the terminus of Lake Hatchineha Road.

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:

There are no further recreation improvements scheduled for this area by the County in the five-year Capital Investment Plan.

Environmental Conditions

There are limited environmental limitations with the development of this property. Grenelefe was originally developed in the 1970's and 1980's. The former golf course, tennis center and convention center are the areas that are the areas that would be under consideration for redevelopment Grenelefe. Any new development will be required to meet standards for wetland and floodplain impacts and stormwater. There are two (2) public well fields within the subject area, within Chapter 6 of the LDC residential development is not listed as a prohibited use. There have been no sightings of protected species in the area. The sit is not in an Airport Notification Area or known archaeological resources onsite.

A. Surface Water:

There are surface waters on the subject site created by the golf course. There are many elevation changes as part of the golf course design. These changes range from 85 feet above sea level to 100 feet.

B. Wetlands/Floodplains:

There are wetlands and floodplains on the subject site. There are some zone A areas. The golf course, tennis center and convention center were originally graded back in the 1970s with the majority of the residential neighborhoods in the 1970's and 1980's. The applicant will have to meet the current standards for wetland and floodplain impacts. It is anticipated that post development will not increase the flooding. Geotechnical analysis during Level 2 Review will determine the final drainage system.

C. Soils:

The soils types and limitation, according to the U.S. Department of Agriculture, Soil Conservation Service, Polk County Survey, are listed in Table 8.

Table 8 (Per the Applicant's IAS)

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 Land Use Change request 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. The burden of identifying endangered species is on the developer.

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 site has two (2) public use wellfields located within the boundaries. Chapter 6 of the LDC includes a list of prohibited development in a wellfield and this does not include residential development. Therefore, development of the subject site is not anticipated to impact this nearby wellfield.

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 proposed Comprehensive Plan Text Amendments (LDCPAL-2024-6) and Land Development Code Text Amendments (LDCT-2024-10), with this Comprehensive Plan Map Amendment, will allow this portion of the Grenelefe UEA to be redeveloped in a manor that makes full use of the dormant golf courses, dormant tennis facility and dilapidated convention center with existing and proposed improvements to the UEA's current infrastructure. As Polk County's population

continues to increase densities in areas where services are available. As stated previously proper planning of additional public safety will maintain public safety, schools will be required to meet concurrency and the UEA’s service provider has FDEP permitted capacity for up to 680,000 GPD for wastewater treatment.

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 or inconsistent** with the Comprehensive Plan is listed below:

- Section 2.102 – General Growth Management policies
- Policy 2.107-A1 UEA Description
- Policy 2.107-A3 UEA Land Use Categories
- Policy 2.120-C3 RL Location Criteria
- Policy 2.120-D3: RM Location Criteria
- Policy 2.130-E1.1B: Neighborhood Activity Centers (LDCPAL-2024-6)
- Policy 2.130-E1: Grenelefe Utility Enclave Area (UEA) (LDCPAL-2024-6)
- Section 402-F: Grenelefe Utility Enclave Area (UEA) (LDCT-2024-10)

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 existing uses surrounding the site are a variety of single family detached, single family attached and condo developments throughout Grenelefe. Approximately half of the condominiums, not contiguous, are owned by one company and are operated like an apartment complex. The requested RL would be adjacent to the existing RLX districts within Grenelefe, with the RMX districts being adjacent to either other RMX or RLX districts that were developed with the condominiums. The NACX district is located at the northern terminus of Kokomo Road with Lake Marion Road and will provide for commercial support to the residential districts. Therefore, the RLX, RMX, and NACX districts are compatible Future Land Use designations adjacent to the existing residential communities in Grenelefe.

Comprehensive Plan Policy	Consistency Analysis
POLICY 2.102-A1: DEVELOPMENT LOCATION – Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing Communities.	The request is a form of infill development as there are residential communities surrounding the subject site. Therefore, the request is consistent with this policy.
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.	
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 request is for RLX, RMX, and NACX where all forms of infrastructure are available for development on the subject site. Therefore, the timing of development of the subject site is consistent with the Comprehensive Plan's growth management strategy. All development will have to meet concurrency at the time of each Level 2 Review.
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: 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	

Comprehensive Plan Policy	Consistency Analysis
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 2.107-A1 UEA Description - be those areas within the County which have 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. UEAs are typically lacking the full complement of other urban services typically found in the Transit Supportive Development, Urban Growth, or Suburban Areas.	Grenelefe was placed in the UEA at the time of the Comprehensive Plan adoption in 1991. Grenelefe is still serviced by the same utility provided and the provider has presented that they have the permitted capacity to support the potential development allowed by the Land Use Change and Text Amendments. The request is consistent with the policies of the UGA.
POLICY 2.107-A3 UEA Land Use Categories - the following land use categories shall be permitted within UEAs: a. ACTIVITY CENTERS: Community Activity Centers, Neighborhood Activity Centers, Convenience Centers, Tourism Commercial Centers, and High-Impact Commercial Centers shall be permitted within UEA's in accordance with applicable criteria. b. RESIDENTIAL: Residential-High, Residential-Medium and Residential-Low Districts shall be permitted within UEA's in accordance with applicable criteria. c. OTHER: Linear Commercial Corridors, Commercial Enclaves, Industrial, Business-Park Centers, Office Centers, Leisure/Recreation, Institutional, Recreation and Open Space, Preservation.	The proposed Residential Low-X (RLX), Residential Medium-X (RMX) and Neighborhood Activity Center-X (NAX) are all permissible uses within the UEA.
Policy 2.120-C3 RL Location Criteria - Residential-Low areas shall be located only within the TSDAs, UGAs, SDAs, and UEAs and new Residential-Low development shall not be located within Activity Centers. The placement of Residential-Low shall be evaluated based on the general criteria listed in Policy 2.119-A2.	The request is in the UEA and therefore consistent with the location criteria of this policy.
Policy 2.120-D 3 RM Location Criteria - Residential-Medium areas shall be located only within TSDAs, UGAs, SDAs, and UEAs and activity centers. The placement of Residential-Medium shall be evaluated based on the general criteria listed in Policy 2.119-A2.	The request is in the UEA and therefore consistent with the location criteria of this policy.
Policy 2.130-E1 Grenelefe Utility Enclave Area – This section is the subject of the related LDCPAL-2024-6 Comprehensive Plan Text Amendment.	The request is consistent with the related LDCPAL-2024-6 Comprehensive Plan Text Amendment.
Section 402-F Grenelefe Utility Enclave Area – This section is the subject of the related LDCT-2024-10 Land Development Code Text Amendment.	The request is consistent with the related LDCT-2024-10 Land Development Code Text Amendment.

Urban Sprawl Analysis

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

Table 9 Urban Sprawl Criteria

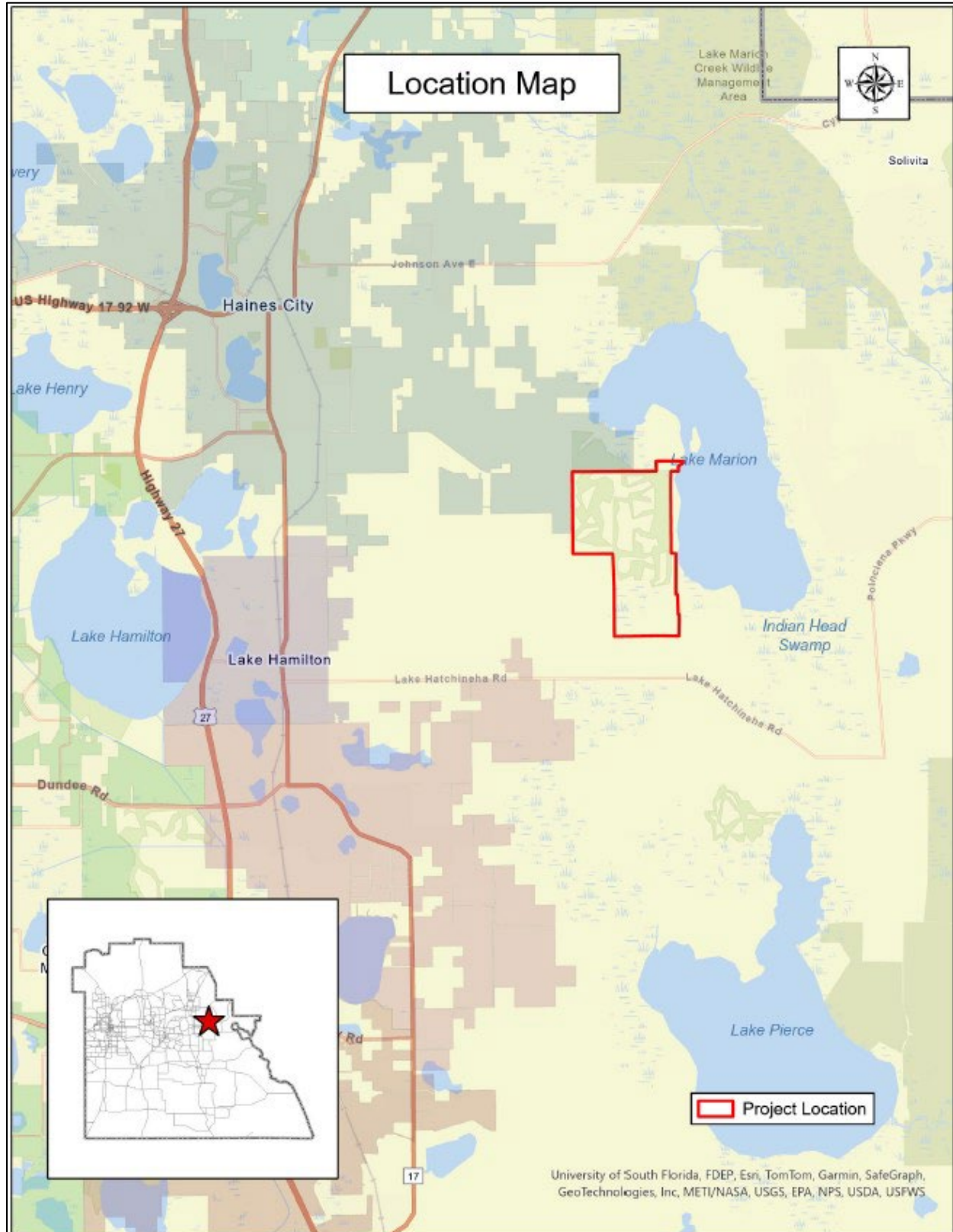
Urban Sprawl Criteria: The following criteria are the primary indicators of urban sprawl per Florida Statutes	
Urban Sprawl Criteria	Sections where referenced in this report
a. <i>Promotes substantial amounts of low-density, low-intensity, or single use development in excess of demonstrated need.</i>	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
Florida Commerce - Pending

Exhibits:

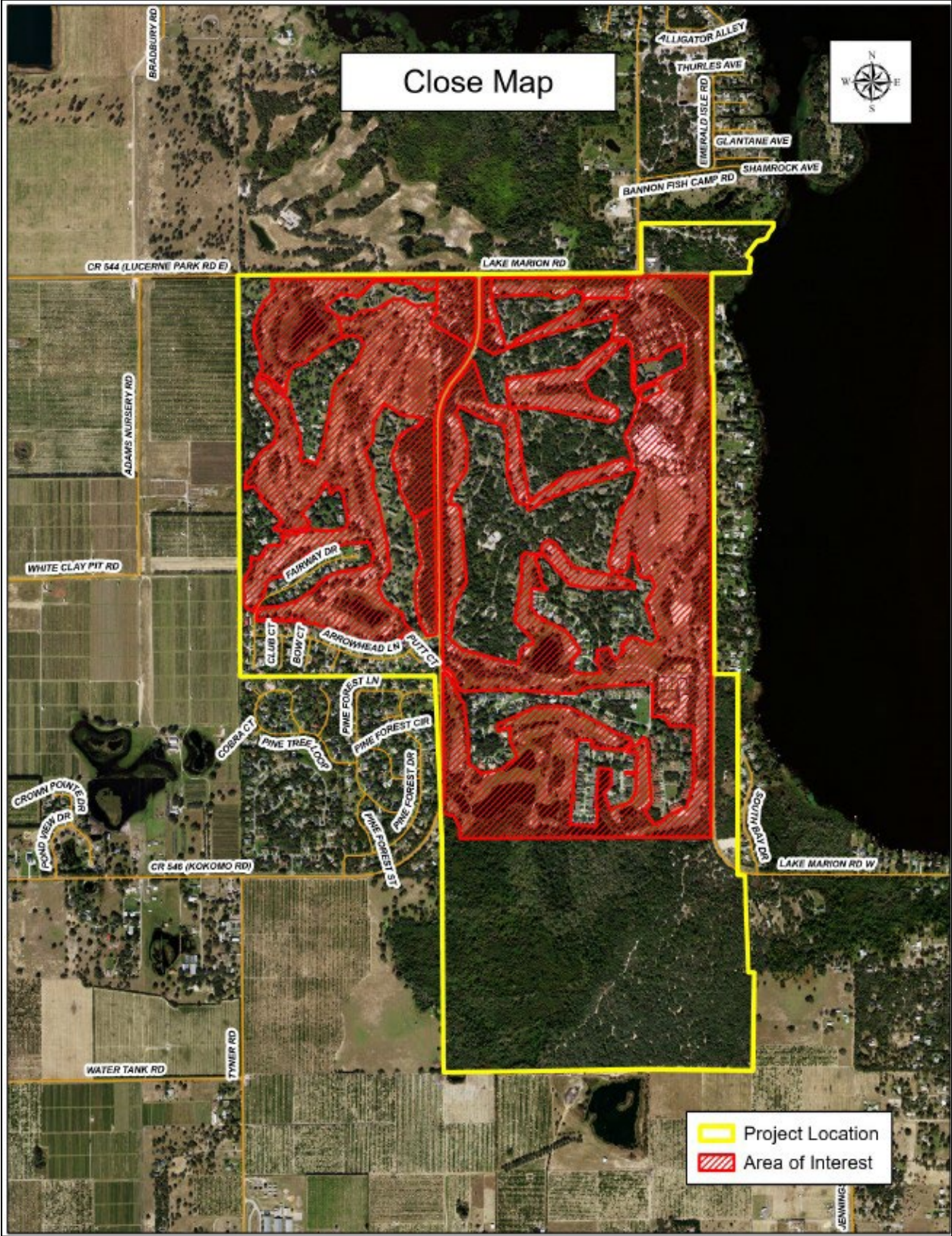
Exhibit 1	Location Map
Exhibit 2	2023 Aerial Context Map
Exhibit 3	2023 Aerial Closeup Map
Exhibit 4	Current Future Land Use Map
Exhibit 5	Proposed Future Land Use Map
Exhibit 6	Policy 2.130-E Current & Proposed Uses
Exhibit 7	Village Map / Density Table
Exhibit 8	East Polk County Future Road Networks

Applicant's submitted documents and ordinance as separate files



LOCATION MAP

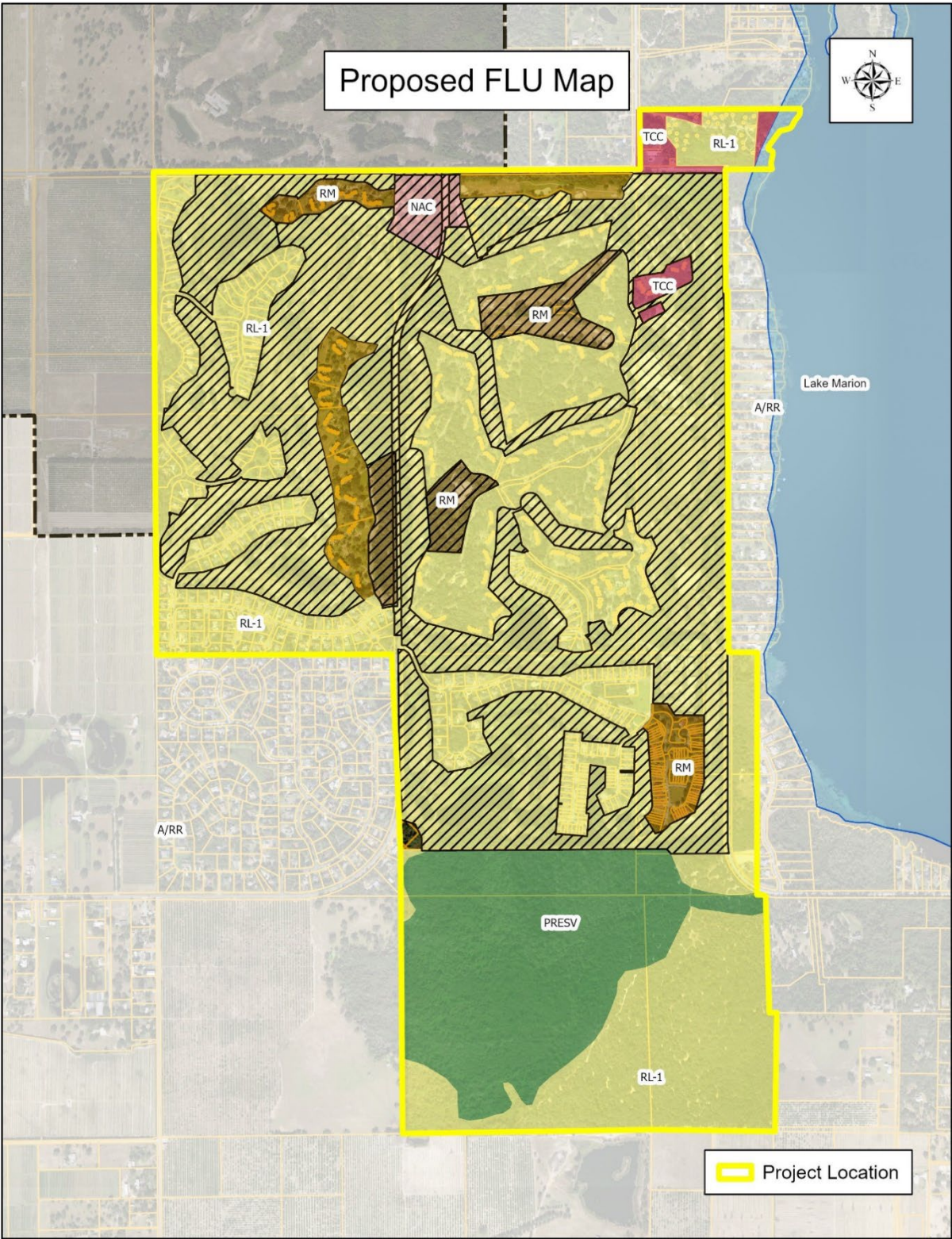
Board of County Commission Adoption Staff Report
Level 4/rlb



2023 CLOSEUP AERIAL MAP



CURRENT FUTURE LAND USE MAP



PROPOSED FUTURE LAND USE MAP

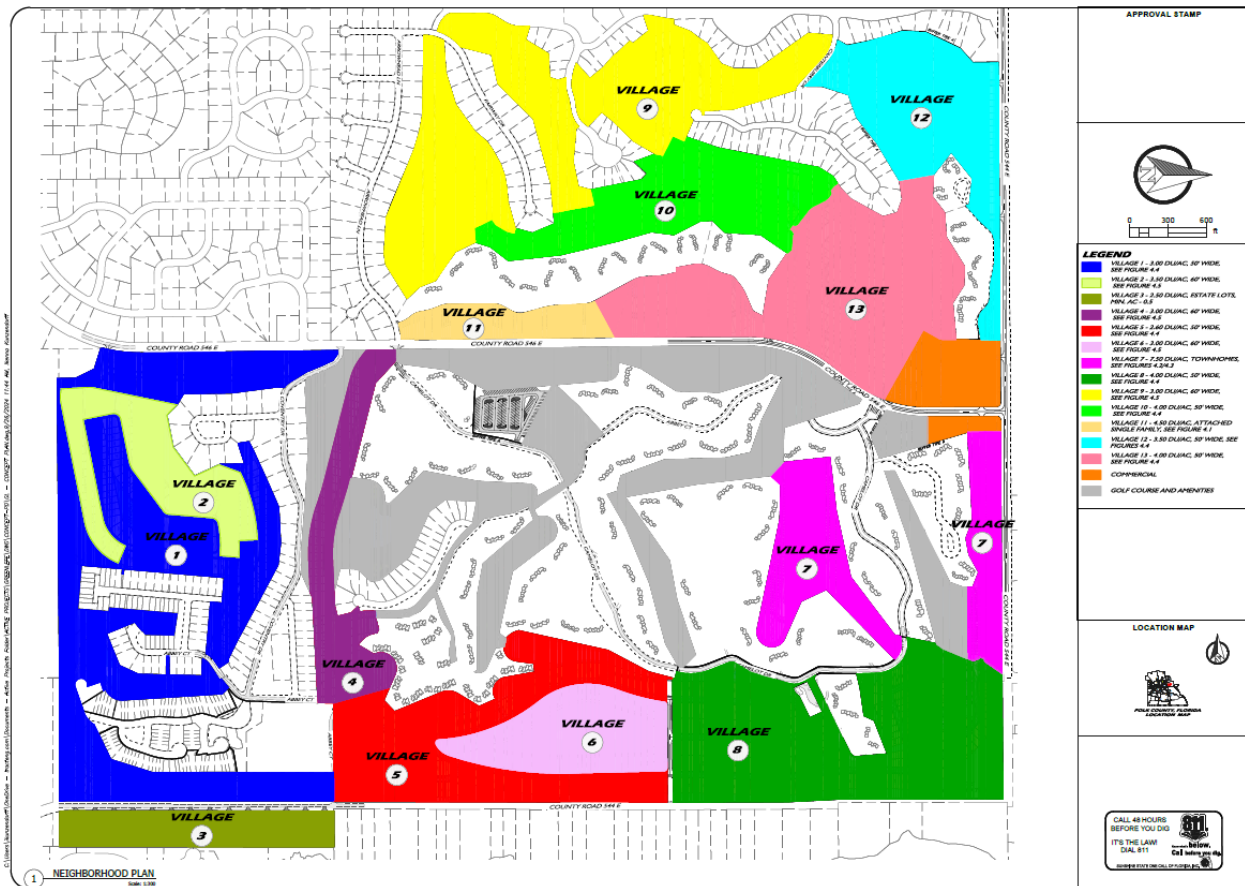
USE	Maximum Limitation
Resort Residential Units	1,753
Multi-Family (Workforce Housing)	120
Hotel Rooms	300
Convention Center	*50,000 gross square feet
Other Non-Residential Uses (Commercial-Retail)	60,000 gross square feet
*Does not include existing 50,000 square foot convention center.	

CURRENT DEVELOPMENT STANDARD USES
(Policy 2.130-E1 Grenelefe UEA)

Use	Maximum Development
<u>Single family detached</u>	<u>1,275 units</u>
<u>Multi-family (townhomes and single family attached)</u>	<u>246 units</u>
<u>Non-residential development* (not including golf course and recreation amenities)</u>	<u>60,000 gross square feet</u>
<u>*Non-residential development will be permitted based on the use table in Chapter of the Land Development Code for Grenelefe</u>	

PROPOSED DEVELOPMENT STANDARD USES
(Policy 2.130-E1 Grenelefe UEA)

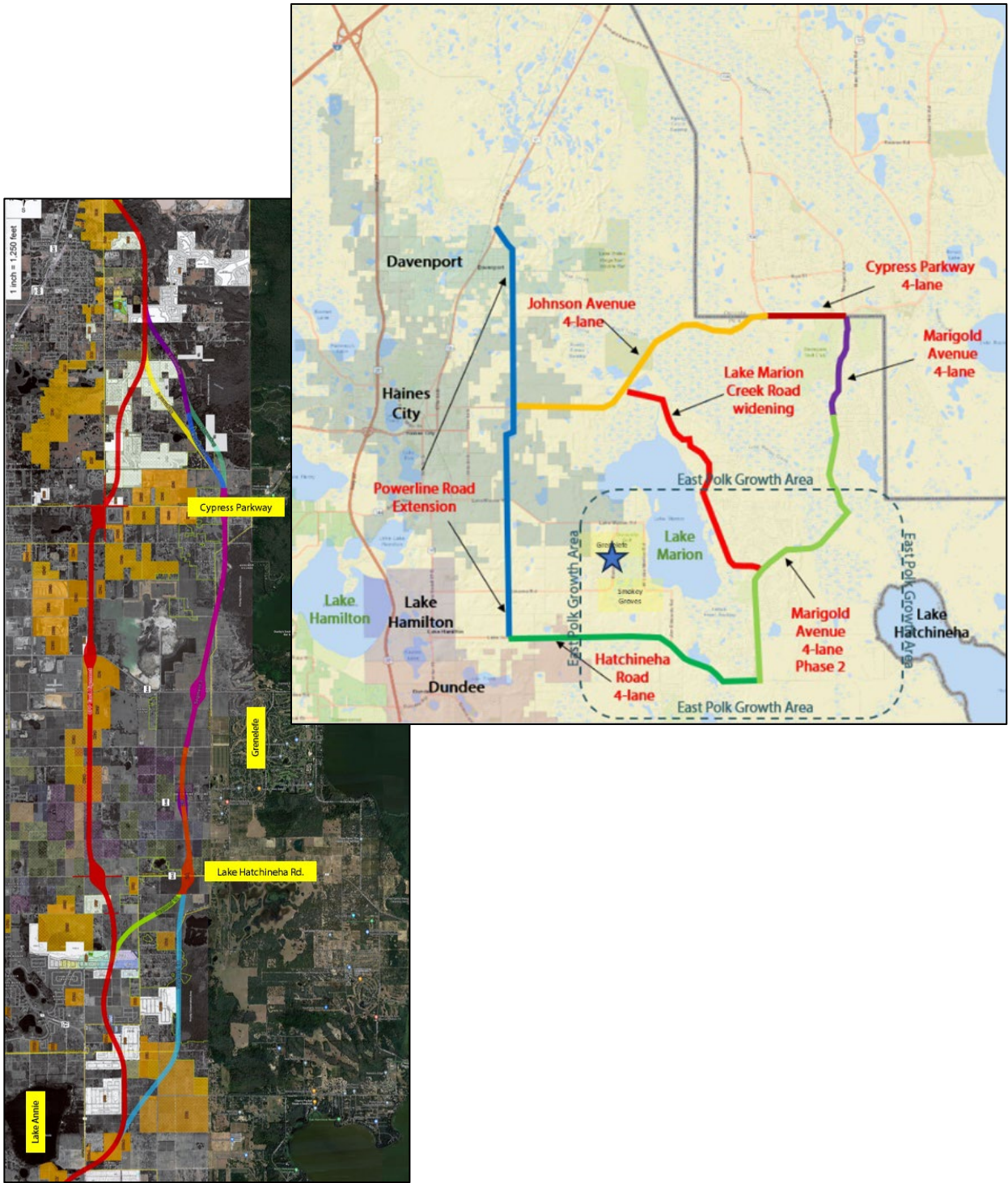
Table 2.130-E1-B
Related LDCPAL-2024-5
and LDCT-2024-10



PROPOSED VILLAGE MAP

Location	FLU	DU/AC	Lot Width
Village 1	RL	3.00	50'
Village 2	RL	3.50	60'
Village 3	RL	2.50	Estate
Village 4	RL	3.00	60
Village 5	RL	2.60	50'
Village 6	RL	3.00	60'
Village 7	RM	7.50	Townhomes
Village 8	RL	4.00	50'
Village 9	RL	3.00	60'
Village 10	RL	4.00	50'
Village 11	RM	4.50	Attach SF
Village 12	RL	3.50	50'
Village 13	RL	4.00	50'
Commercial	NAC	60,000sf	

PROPOSED DENSITY TABLE



East Polk County Future Road Networks