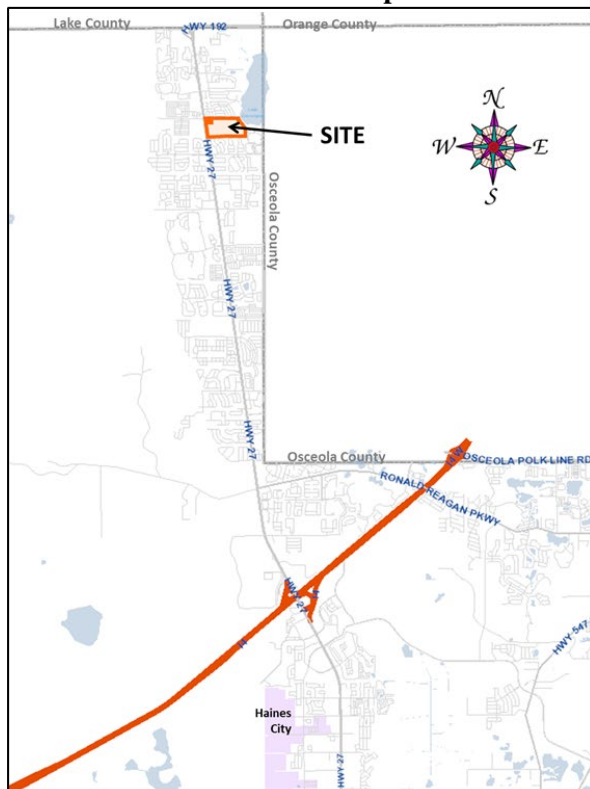


# POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

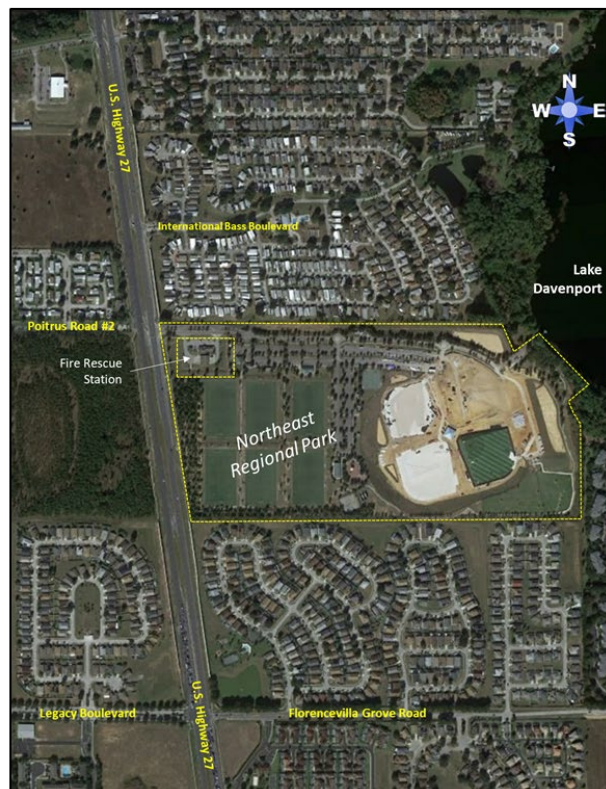
<b>DRC Date:</b>	June 29, 2023	<b>Level of Review:</b>	Level 4 Review
<b>PC Date:</b>	September 6, 2023	<b>Type:</b>	Large Scale Comprehensive Plan Amendment
<b>BoCC Date:</b>	November 7, 2023 January 9, 2024	<b>Case Numbers:</b>	<b>LDCPAL-2023-5</b>
<b>Applicant:</b>	Polk County Leisure Services	<b>Case Name:</b>	Northeast Regional Park CPA
		<b>Case Planner:</b>	Erik Peterson, AICP

<b>Request:</b>	Future Land Use Map change from Residential Low-X (RLX) to Recreation and Open Space-X (ROSX) on ±80.26 acres and Institutional-X (INSTX) on ±1.95 acres to recognize an existing regional park and fire rescue station.
<b>Location:</b>	East of U.S. Highway 27, south of International Bass Boulevard, north of Florence Villa Grove Road, west of the Osceola County Line, South of Clermont, North of Haines City and the city of Davenport in Section 12, Township 25, and Range 26.
<b>Property Owners:</b>	Polk County
<b>Parcel Size (Number):</b>	±83.2 acres (262512-000000-014010, 011120, 011130, 011140 & 032010)
<b>Future Land Use:</b>	±83.2 acres of Residential Low (RLX) North U.S. Highway 27 Selected Area Plan
<b>Development Area:</b>	±83.2 acres of Transit Supportive Development Area (TSDA)
<b>Nearest Municipality:</b>	Haines City (7.6± miles)
<b>DRC Recommendation:</b>	Approval
<b>Planning Commission Vote:</b>	Approval 7:0
<b>Florida Commerce:</b>	Pending Transmittal

**Location Map**



**2021 Satellite Photo**



## **Summary:**

This is a County-initiated Comprehensive Plan amendment (CPA) to change the Future Land Use Map on this property from Residential Low-X (RLX) to Recreation and Open Space-X (ROSX) on ±80.26 acres and Institutional-X (INSTX) on ±1.95 acres to recognize an existing regional park and fire rescue station on the property. On August 10, 2010, the Planning Commission approved a conditional use request for an 85± acre high intensity recreation area with lighted fields and a regional fire station on this property under case number CU 10-10. While a CPA is not necessary for the fire station or park to be to remain, the CPA will provide for better information to the public and land use analysis in the future.

The park contains six (6) lighted multipurpose fields, four (4) lighted baseball/softball fields, four (4) pickleball courts, two (2) racquetball courts, two (2) basketball courts, batting cages, a children's playground, a dog park, a boat ramp, a fishing pier, a walking/jogging trail around the perimeter, restrooms, picnic shelters, pavilions, and two (2) concession stands. Current hours of operations are from 5 a.m. to 10 p.m. The fire station has a pumper truck and a heavy rescue vehicle and houses a lieutenant and two crews. The station is operable 24/7. There is room for some expansion of the fire station. The park area is not likely to add any more athletic facilities unless existing fields are modified or repurposed.

## **Compatibility Summary**

The park and fire rescue station has been open since the fall of 2012. The lighted multipurpose fields were the first to be developed along with the boat ramp, playground, restrooms, basketball, tennis, and racquetball courts. The fishing pier was added in 2015, and the four new baseball fields were recently completed this year. The County receives no substantive complaints from permanent residents regarding the compatibility of either facility.

## **Infrastructure Summary**

The site is located within an area that has a significant amount of urban infrastructure and services with ample capacity to serve it. The facilities are connected to the County's potable water, wastewater, and reclaimed water systems. There is a direct connection to an arterial roadway with a transit stop and shelter. Sidewalks connect to all the developments that front U.S. Highway 27. Public safety facilities can't get any closer. Schools are nearby. This site has provided area residents with fire protection and recreational needs for over 10 years.

## **Environmental Summary**

There are few environmental limitations within this site. While there are wetlands and 100-year flood hazard areas onsite, they are directly associated with the shoreline of Lake Davenport. The slope of the property towards the lake was a plus and a minus. The well drained soil and proximity to the lake presented an opportunity to test new methods for environmentally sound field management. This was the County's first use of artificial turf for ballfields. While minimizing the environmental impacts of irrigation, insecticide, and fertilizing the fields, it also saves the County

money in maintenance costs. The success that was realized at this facility has been used on other ones in the County.

## **Comprehensive Plan**

DRC staff are recommending approval because the request is consistent with the Comprehensive Plan, does not disrupt the current use of the property or properties around it, and is consistent with the Land Development Code. The developed property is compatible with existing infrastructure and land uses. Plus, the park was developed after the surrounding homes were occupied. The relevant sections of the Comprehensive Plan that are applicable to the project request:

- Policy 2.102(A1-A15): Growth Management Policies
- Section 2.104-A3 (TSDA) Location Criteria
- Policy 2.116-A3 INST Location Criteria
- Policy 2.116-A4 INST Development Criteria
- Policy 2.117-A3 ROS Location Criteria
- Policy 2.117-A4 ROS Development Criteria

## **Findings of Fact**

### ***Request and Legal Status***

- *This is a county-initiated request for a Large-Scale Future Land Use designation change from Residential Low-X (RLX) to Recreation and Open Space-X (ROSX) on ±80.26 acres and Institutional-X (INSTX) on ±1.95 acres in the U.S. Highway 27 Selected Area Plan.*
- *The subject site is in the Transit Supportive Development Area (TSDA).*
- *The Land Development Code (LDC) Sub-district Map designation for the site is currently RL-1X which allows up to one (1) unit per acre and requires a minimum lot size of 40,000 square feet.*
- *The subject site was approved for a regional park and fire rescue station in August of 2010 by the Planning Commission through a Level 3 Review of a conditional use (CU 10-10).*
- *The subject site is developed with a 7,500 square feet fire rescue station on 1.75 acres and an 80-acre regional park with 4 baseball fields, 6 multiuse fields 2 basketball courts, 4 tennis courts, 2 racquetball courts, picnic facilities, concession stands, playground, dog park, fishing pier, and boat ramp.*
- *The request, if approved, the INST request will default to INST-1 on the LDC Subdistrict Map according to Section 105 of the Land Development Code (LDC).*

### ***Compatibility***

- *The site has been developed as a County regional park and fire rescue station since 2012.*

- *The site abuts single family residences to the south and a mixed development of mobile homes and single-family residences to the north.*
- *The property has shoreline frontage on Lake Davenport to the east.*
- *The property fronts roadway U.S. Highway 27, a 6-lane arterial on the west.*

### ***Infrastructure***

- *The closest schools are Citrus Ridge Academy (K-8), for both elementary and middle school, and the newly constructed Davenport High School.*
- *The closest fire rescue station is on site (#42 Four Corners).*
- *The nearest Sheriff's substation is the Northeast District Command Center at 1100 Dunson Road approximately 6½ miles driving distance from the site.*
- *The Polk County Utilities Department provides potable water, reclaimed water, and wastewater service to the site through a 12-inch water main and a 6-inch wastewater force main. A 6-inch reclaimed water is abutting the site.*
- *According to the most recent Polk County Utilities Water and Wastewater Capacity Summary Report published June 30, 2022, in the Northeast Utility Service Area (NERUSA) there is approximately 794,000 GPD of uncommitted capacity. The Northeast Wastewater Treatment Plant has 64,000 GPD of uncommitted capacity.*
- *Access to the property is from a directional medial cut and right-in entrance on U.S. Highway 27. There is a caution signal light and emergency redlight for the fire station at the site access.*
- *According to the Transportation Planning Organization, there is adequate capacity on U.S. Highway 27. It is functioning at Level-of-Service "C."*
- *There are sidewalks along the frontage of U.S. 27 and multiuse paths connecting to all the facilities in the park.*

### ***Environmental***

- *The closest surface water is Lake Davenport which is an open basin that feeds into the Reedy Creek Basin and into the Kissimmee River.*
- *There are wetlands and flood hazard areas on site but only at the shoreline of Lake Davenport.*
- *The site is comprised of Candler Sands, according to the U.S. Department of Agriculture, Soil Conservation Service, Polk County Survey.*

- *According to Polk County Endangered Habitat Maps, the proposed site is not located within a one-mile radius of an endangered species sighting in the Florida Natural Areas Inventory as of 2002, 2006, and 2011.*
- *The site is not within the flight path and height restriction buffer zones of a public use airport.*
- *According to the Florida Department of State, Division of Historical Resources, there are no archeological sites listed in the Florida Master Site File for Section 12, Township 25, Range 26.*

### **Comprehensive Plan Policies**

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

- e. *adequacy of support facilities or adequacy of proposed facilities to be provided by the time of development, including, but are not limited to:*
    - 1. *transportation facilities, including but not limited to, mass transit, sidewalks, trails and bikeways;*
    - 2. *sanitary sewer and potable water service;*
    - 3. *storm-water management;*
    - 4. *solid waste collection and disposal;*
    - 5. *fire protection with adequate response times, properly trained personnel, and proper fire-fighting equipment;*
    - 6. *emergency medical service (EMS) provisions; and*
    - 7. *other public safety features such as law enforcement;*
    - 8. *schools and other educational facilities*
    - 9. *parks, open spaces, civic areas and other community facilities*
  - f. *environmental factors, including, but not limited to:*
    - 1. *environmental sensitivity of the property and adjacent property;*
    - 2. *surface water features, including drainage patterns, basin characteristics, and flood hazards;*
    - 3. *wetlands and primary aquifer recharge areas;*
    - 4. *soil characteristics;*
    - 5. *location of potable water supplies, private wells, public well fields; and*
    - 6. *climatic conditions, including prevailing winds, when applicable.”*
- *The Comprehensive Plan defines Compatibility in Division 4.400 as “A condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition.”*
  - *Policy 2.104-A3 of the TSDA Land Use Categories policies states that Institutional and Recreation and Open Space are permitted Future Land Use designation.*
  - *Policy 2.116-A1 states that “Institutional areas are primarily characterized by private and public-service structures.” This request is to recognize and existing fire rescue facility on the Comprehensive Plan’s Future Land Use Map.*
  - *Policy 2.116-A3 of the Comprehensive Plan states that “The following factors shall be taken into consideration when determining the appropriateness of establishing new Institutional areas on the Future Land Use Map Series, or in approving the location for an institutional use not located within lands classified as Institutional:*
    - a. *Accessibility to roadways, with consideration being given to regional transportation issues for large-scale institutional developments having a regional market.*
    - b. *Proximity to incompatible land uses, which is dependent upon the intensity of the institutional use (buffering may be provided to mitigate adverse impacts).*
    - c. *The locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10.*
    - d. *Proximity to similar and compatible uses providing opportunities for shared facilities.*
    - e. *Plans of the School Board and other public service agencies with jurisdiction in the County.”*
  - *Policy 2.116-A4 of the Polk County Comprehensive Plan requires development within INST districts to “conform to the following criteria:*

- a. *Institutional uses include, but are not limited to: private and public-service structures. These commonly include:*
    1. *public and private educational facilities;*
    2. *government-administration buildings;*
    3. ***public-safety structures*** *(e.g. police and fire);*
    4. *cultural facilities (e.g. libraries, museums, and performing-arts theaters);*
    5. *health-care facilities e.g. hospitals, medical centers, clinics, nursing homes, adult day care centers, group homes, group living facilities, emergency shelters, residential treatment facilities.*
  - b. *Large institutional areas should be designed so that the more intensive uses are at the center of the development, with less intensive uses near the fringes.*
  - c. *Prior to site planning, the School Board, independent special districts, and other governmental entities shall communicate to one another to pursue potential colocation of government services.*
  - d. *Commercial uses within institutional areas mapped on the Future Land Use Map Series shall be primarily for the purpose of serving the institutions within the area and shall be limited to a scale appropriate for that purpose.*
  - e. *Institutional sites shall be designed to provide for:*
    1. *Adequate parking to meet the present and future demands of the use.*
    2. *Buffering where the effects of lighting, noise, odors, and other such factors would adversely affect adjacent land uses. Parking lots, loading areas, dumpsters, utilities and air conditioning units, signage, etc. are examples of facilities which may require special buffering provisions.*
  - f. *Multi-family residential uses may be permitted at densities up to and including 15 dwelling units per acre as part of a Planned Development. Residential uses may be permitted according to the following:*
    1. *Residential uses shall only be established adjacent to or in conjunction with a university, college, vocational school or other similar educational institution.*
    2. *Residential development shall be intended to primarily meet the housing needs for students and facility members of the nearby educational institution*
  - g. *Recreational uses accessory to the institutional use or compatible with the location of the institutional district."*
- *Policy 2.117-A1 states that "Recreation and open space areas are primarily sites and facilities which are accessible to the general public, and which are oriented toward providing recreation services for the resident and the short and long-term visitor to Polk County. A recreational activity included within recreation and open space areas may be motorized, allow for the discharge of firearms, accommodate nighttime use, and produce large crowds at events. Retail sales are limited to concessions at events or to enhance the quality of the recreation experience onsite unless combined with commercially designated lands." This request is to recognize an existing regional park on the Comprehensive Plan's Future Land Use Map.*
  - *Policy 2.117-A2: DESIGNATION AND MAPPING of the Polk County Comprehensive Plan states, "**Recreation and open space areas shall be designated and mapped on the Future Land Use Map Series as "Recreation and Open Space" (ROS) and shall include all existing publicly accessible recreation and open space areas.***

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

**Development Review Committee Recommendation:** Based on the information provided by the applicant, recent site visits, and the analysis conducted within this staff report, the Development Review Committee finds that 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 2023-5**.

**Planning Commission Recommendation:** at an advertised public hearing on September 6, 2023, the Planning Commission voted to recommend LDCPAL-2023-5 for APPROVAL to the Board of County Commissioners.

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

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

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



## Analysis

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

## Surrounding Uses

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

**Table 1**

<b>Northwest:</b> RL-1X, Green Swamp ACSC PUD 00-16, Island Club Resort (aka Bimini Bay) PD 05-34, Windmill Ranch MHP	<b>North:</b> RL-1X, PUD 86-29 International Bass Lake Resorts	<b>Northeast:</b> RL-1X, PUD 86-29 International Bass Lake Resort Lake Davenport
<b>West:</b> RMX, RL-1X, Green Swamp ACSC PD 05-34, Windmill Ranch MHP	<b>Subject Property:</b> 7,500 sq.ft. fire rescue station on 1.75 acres and an 80-acre regional park with 4 baseball fields, 6 multiuse fields 2 basketball courts, 4 tennis courts, 2 racquetball courts, picnic facilities, concession stands, playground, dog park, fishing pier, and boat ramp.	<b>East:</b> RL-1X, PUD 99-21 Bahama Bay Resort Condominiums Lake Davenport
<b>Southwest:</b> RL-4X, Green Swamp ACSC Legacy Park PD 01-20	<b>South:</b> RL-1X, PUD 92-2 Lake Davenport Estates	<b>Southeast:</b> RL-1X, PUD 99-21 Bahama Bay Resort Condominiums

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

The site is located within an area that has a significant amount of urban infrastructure and services with ample capacity to serve it. The County has invested in a lot of infrastructure upgrades in this area over the past 15 years. These two facilities are a part of those many infrastructure upgrades to support the high level of urban development that has occurred in this area of the County.

## Compatibility with the Surrounding Land Uses and Infrastructure:

This Comprehensive Plan amendment (CPA) will recognize an existing fire rescue station and regional park facility approved by the Planning Commission in the summer of 2010. Fire stations are relatively benign land uses for approximately 95% of any given day. However, when emergencies occur there is approximately two minutes of loud noise and lights. This can be occasionally disruptive to neighboring properties but they are necessary to all the development in the area. Fire stations are often located in populated areas because that's where the services they provide are needed on a more frequent basis. Parks can become incompatible with neighboring properties because of the use of stadium lights and large crowds at sporting events. At the time of their approval, there was more than adequate infrastructure to support the station including water, wastewater, and roadway capacity. These uses are needed infrastructure in an area where more housing growth is planned.

A. Land Uses:

There are no properties designated Recreation and Open Space (ROS) in the U.S. Highway 27 SAP, and the only INST property is the site of the former Polo Park wastewater treatment plant which is now used for the filtering of excess reclaimed water into the aquifer through rapid infiltration systems (RIBS). The immediate area is mostly single-family residential and has a few mobile home parks. This is a prime location for a fire rescue station given the amount of residential development in the area and the closest stations are over five miles away. This station also serves portions of Osceola and Lake Counties when needed.

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

The Northeast Regional Park is the flagship of regional parks in Polk County. It has the latest designs in baseball and multi-use fields with its artificial turf, batting cages, and concession facilities. It primarily serves sports leagues in Polk but also Lake and Osceola due to its proximity. There is a high amount of tourism in this area and the park is also an attractor to tourists who are looking for a break from the theme parks seeking alternative forms of recreation such as fishing and lake access, jogging paths, tennis, racquetball, basketball, playgrounds and picnic facilities.

B. Infrastructure:

The site is located within an area that has a significant amount of urban infrastructure and services with ample capacity to serve it. There is ample transportation capacity on U.S. Highway 27. Potable water, reclaimed water and wastewater services are provided to the site. Schools are nearby. There is a bus stop at the site and, of course, a fire rescue station.

**Nearest Schools**

School capacity is not a concern for non-residential uses. However, the location of the closest schools and school bus stops is a potential concern. There are many non-residential uses that can conflict with school locations and school bus stops. Listed to follow are the three (3) closest schools of each type to the site.

**Table 2**

Name of School	Annual Estimated Demand	% Capacity 2022-2023 School Year	Average driving distance from subject site
Citrus Ridge K-8 Elementary	0 students	86%	±1¼ miles driving distance
Citrus Ridge K-8 Middle	0 students	104%	±1¼ miles driving distance
Davenport High School	0 students	92%	±12½ miles driving distance

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

Institutional and recreation land uses and especially fire stations and parks do not generate students of course, but they are an attractor for future residents to an area because proximity to fire rescue stations factors significantly in the cost of homeowners insurance and park facilities nearby increase the value of housing.

## Nearest Sheriff, Fire, and EMS Station

There is a fire rescue station on site with EMS. The point of this CPA is to recognize it. The nearest Sheriff's command center is less than seven miles to this south on Dunson Road just south on Ronald Reagan Parkway.

**Table 3**

	<b>Name of Station</b>	<b>Distance</b>	<b>Response Time*</b>
Sheriff	Northeast District Command (1100 Dunson Road)	6½ ± miles	7 minutes
Fire	Station 250 (50945 U.S. Highway 27)	0 ± miles	Immediate
EMS	Station 251 (50945 U.S. Highway 27)	0 ± miles	Immediate

*Source: Polk County Sheriff's Office and Public Safety*

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

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. This station will work alongside Sheriff's deputies in response to vehicle crashes.

## Water and Wastewater

Polk County Utilities provides potable water, wastewater, and reclaimed water services to the property, and there are no planned expansions that would result in increased water usage in the future. The 7,500 square foot fire station does not consume a significant amount of the services and despite having 10 ballfields, the park consumes much less than normal because of the artificial turf and the use of reclaimed water. The site is served by a 12-inch potable water main, 6-inch reclaimed water main, and a 6-inch wastewater force main. Both are in the right-of-way on U.S. Highway 27. There is a lift station near the boat ramp that pumps the wastewater from the restrooms and the fire station back to the system.

### A. Estimated Demand:

The most intense use in the INST district has an unreasonable demand for services versus the actual impacts of the existing fire station. Table 4, to follow, provides generalized estimates of the anticipated water and wastewater demands in the maximum scenario. However, the actual use is much lower.

**Table 4**

<b>Subject Property</b>	<b>Estimated Impact Analysis</b>		
	<b>Demand as Currently Permitted</b>	<b>Proposed Change to 1.95 acres INST-1X and 80.26 ROSX maximum effect</b>	<b>Percentage change</b>
±83.2 acres <i>RL-1X</i> <i>US 27 Selected Area Plan</i>			
Permitted Use	83-664 single-family dwelling units	Office building (59,459 sq.ft @ 70% FAR) Campground (320 spaces)	
Potable Water Consumption (GPD)	29,880/131,472 GPD	14,270 GPD 63,360 GPD	260% 59%
Wastewater Generation (GPD)	22,410/119,520 GPD	14,270 GPD 57,600 GPD	260% 59%

Source: Polk County Concurrency Manual & Polk County Utilities estimates

\*\*single-family units generate an estimated 360 GPD potable water demand and 270 GPD wastewater and Offices are 0.24 GPD per sf for water and 80% for wastewater, campsites are 198 GPD per space for water 180 wastewater.

In reality, the 7,500 square foot fire rescue station consumes an average of 790 gallons of potable water per day. The park consumes less potable water than typical because the fields are made of artificial turf and the rest of the grounds are irrigated with reclaimed water from the wastewater treatment plant. Table 4, to follow, provides generalized estimates of the anticipated water and wastewater demands compared to the raw estimates of what the RL-1X district could grant under current standards.

**Table 4a**

<b>Subject Property</b>	<b>Estimated Impact Analysis</b>		
	<b>Demand as Currently Permitted RL-1X</b>	<b>Maximum Permitted on the property RL-1X</b>	<b>Existing Development</b>
±83.2 acres <i>RL-1X</i> <i>US 27 Selected Area Plan</i>			
Permitted Intensity	83 single-family dwelling units	664 single-family dwelling units	Fire Rescue Station and Regional Park
Potable Water Consumption (GPD)	29,880 GPD	131,472 GPD	77,360 GPD
Wastewater Generation (GPD)	22,410 GPD	119,520 GPD	271,870 GPD

Source: Polk County Concurrency Manual & Polk County Utilities estimates

#### B. Available Capacity:

The Northeast Utility Service Area is permitted for 13,940,000 GPD of water capacity. Current flow is at approximately 8,917,000 GPD as of June 30, 2022. There is approximately 4,230,000 GPD allocated to projects with entitlements leaving 794,000 GPD in uncommitted capacity. The system growth rate is approximately 682 gallons and 3.2 equivalent residential connections per day. At the current rate of growth there is approximately 2.3 years of potable water capacity remaining. This information is dated. Revised capacity estimates are soon to be released. Staff estimates that there is more uncommitted capacity available in the system because commitments outpace actual usage. Also, capacity limits have no bearing on this amendment request because the property is fully developed.

The Northeast Wastewater Treatment Plant is permitted to treat 6,000,000 GPD. Current flow is approximately 4,388,000 GPD. There are 1,548,000 GPD of committed capacity to entitled projects leaving 64,000 GPD of uncommitted capacity. The system growth rate is approximately 409 gallons and 3.1 equivalent residential connection per day. On paper, there is no capacity. In reality, physical capacity is available. The commitments to development that have not occurred makes it appear more dire. Improvements are underway to expand the plant to 9 MGD. The park

and fire station have been on the wastewater system since 2012, and there are no further plans for expansion of either facility.

Reclaimed water capacity is not tracked for concurrency. The capacity to serve reclaimed water is directly proportional to the amount of wastewater treatment. As more homes are connected to wastewater service, more are connected to reclaimed water for irrigation. This reduces demand on the potable water system which extends the capacity of the potable water facilities.

#### C. Planned Improvements:

The Polk Regional Water Cooperative (PRWC) is constructing a new well site and treatment facility that will tap into the Lower Floridan Aquifer. This facility will deliver 1,560,000 gallons per day to the Northeast Utility Service Area to expand the system capacity.

An engineering firm has been chosen for the wastewater plant expansion from six (6) to nine (9) gallons per day. Negotiation with the construction contractor is in the early stages.

### Roadways/Transportation Network

There are more than adequate transportation facilities to accommodate an ROS and INST district with a regional park and a fire rescue station at this location. The traffic generated from such a facility is rather low relative to other potential uses for the property. The surrounding roadway network has ample capacity remaining despite the increases in demand over the past five years. There is a comprehensive sidewalk network and mass transit services in the area that provide pedestrian and transit connections to the facility.

#### A. Estimated Demand

It is often difficult to estimate the impact of a Future Land Use Map change to an Institutional district because there are so many possible uses in the district. Recreation and Open Space on the other hand is somewhat typical because the worst-case scenario is 100% campground at four (4) spaces per acre intensity. Either way, the current use of the property is far lower than the maximum that could be developed if this were single-family residential.

**Table 5**

Subject Property	Estimated Impact Analysis		
	Demand as Currently Permitted	Proposed Change to 1.95 acres INST-1X and 80.26 ROSX maximum effect	Percentage of max permitted
±83.2 acres RL-1X US 27 Selected Area Plan			
Permitted Use	664 single-family dwelling units	Office building (59,459 sq.ft @ 70% FAR) Campground (320 spaces)	
Average Annual Daily Trips (AADT)	5,186	INSTX 1,344 ROSX 132	28.4%
PM Peak Hour Trips	664	INSTX 102 ROSX 87	28.4%

*Source: Polk County Concurrency Manual rate of 7.81 AADT and 1.00 PM Peak Hour per single-family unit; Government Office Complex = 89% new trips 33.98 AADT/1,000 sq.ft., 2.82 PM Peak Hour, Campground 0.41per space AADT, 0.27 peak*

In reality, the existing 7,500 square foot Fire Station will likely have as much impact on transportation facilities as does a similar size government office. Current estimated multipliers are 33.98 AADT per 1,000 square feet and 2.82 PM peak hour trips per 1,000 square feet with an estimate of 89% new trips.

**Table 5a**

Subject Property	Estimated Impact Analysis		
±83.2 acres <i>RL-1X</i> <i>US 27 Selected Area Plan</i>	<b>Demand as Currently Permitted RL-1X</b>	<b>Maximum Permitted on the property RL-1X</b>	<b>Existing Development</b> Fire Rescue Station and Regional Park
Permitted Intensity	83 single-family dwelling units	664 single-family dwelling units	7,500 sq.ft. Fire Rescue Station
Average Annual Daily Trips (AADT)	649	5,186	Fire Station 170 Park 63 Total 233
PM Peak Hour Trips	83	664	Fire Station 13 Park 9 Total 22

Source: Polk Transportation Planning estimates based on Institute of Traffic Engineers 10<sup>th</sup> Edition, Single-family 7.81 AADT per unit, 1.0 PM Peak Hour, County Park 0.78 AADT /acre, 0.11 PM Peak, Fire Station, Government Office 5.98/1000SF AADT, 2.98 PM peak

No traffic studies can fully account for the impact of an 80-acre park. Parks have many hours of down time. But when major sports events occur, there is an immediate peak demand. Typically, at the end of a sports match when all the attendees leave at once.

#### B. Available Capacity:

The only access to the park and fire station is U.S. Highway 27. There is not a full median crossing at the entrance even though it lines up with Poitrus Road #2. This is a problem now and will become an even greater problem in the future. While the AADT and PM Peak may not qualify the park as a large traffic generator, there are times when league games let out that creates a bottleneck on U.S. 27. Currently the intersection is only directional at the median break. This requires south bound exits and north bound entrants to make a U-turn in the highway and cross over three lanes of traffic coming or going. When large numbers of vehicles exit the park, it can cause congestion and be quite hazardous. A large multifamily development will be constructing opposite U.S. 27 in the future. It is likely that this development will trigger the warrants to require a full median opening and traffic signal. Staff is working with the developer to construct the signal and a portion of the North Ridge Trail.

**Table 6**

Link #	Road Name	Current Level of Service (LOS)	Available PM Peak Hour Capacity	Minimum LOS Standard
5112N	U.S. Highway 27 From: CR 54 (Ronald Reagan Parkway) To: Sand Mine Road	C	1,436	D
5112S	U.S. Highway 27 From: Sand Mine Road To: CR 54 (Ronald Reagan Parkway)	C	1,499	D
5113N	U.S. Highway 27 From: Sand Mine Road To: U.S. Highway 192	C	1,253	D
5113S	U.S. Highway 27 From: U.S. Highway 192 To: Sand Mine Road	C	1,322	D

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

### C. Roadway Conditions:

The County does not track pavement conditions on State or private roadways because they are not the County's maintenance responsibility. However, using the PASER method, staff has determined the pavement to be within above average thresholds on U.S. Highway 27.

### D. Mass Transit

The park is served by Route 18X of the Citrus Connection, Polk County's transit system. It runs from Haines City to a stop on US Highway 192 where Polk County residents can connect with the LYNX system route #55. The stop is on the US 27 frontage and there is a bus shelter. Route 18X's headways (frequency at a given stop) is one hour on weekdays, two hours on Saturdays.

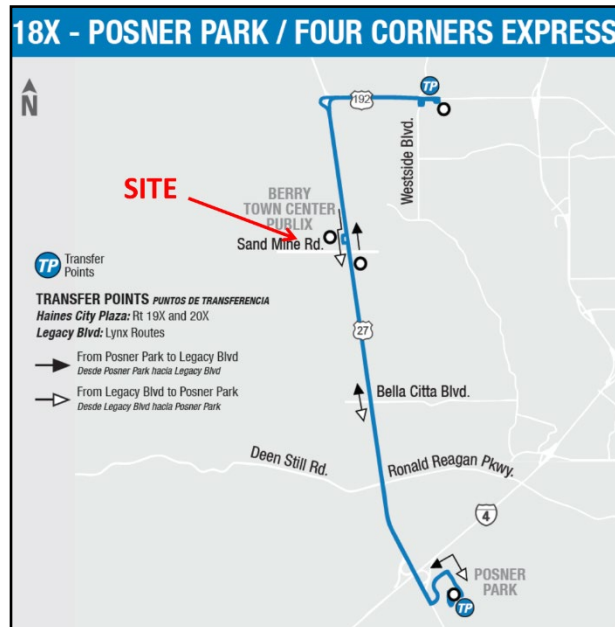


Figure 1 Mass Transit Route

### E. Sidewalks

There is a complete sidewalk network along U.S. Highway 27 from the park north to U.S. 192 and south to I-4.

### F. Planned Improvements:

Since the Board decided to incentivize urban growth in this portion of the County, there has been a vision to create alternative routes of travel for local traffic than U.S. Highway 27. Once known as the Green Swamp Parkway, now the North Ridge Trail, is an alternative travel corridor that spans from I-4 to Cornerstone Church Place on the west side of U.S. Highway 27 connecting every development in its path together to enhance travel abilities for residents to commerce, destinations, services, and east-west route connections (see Figure 2). The North Ridge Trail has recently received funding in the upcoming budget year to complete engineering and begin construction on the legs between Waverly Barn and Sand Mine Road. There is adequate capacity to support the park as there was 14 years ago when the Planning Commission approved it.

Table 7

Road	Fiscal Year CIP (Construction)	Project Description
Lake Wilson Road widening	Construction Est. Completion 4/2024	Widening Lake Wilson Road from 2 to 4 lanes
North Ridge Trail (Dean Still Road to Sand Mine Road)	Design complete Construction Est Start Date 1/2024	New roadway FDOT construction funding \$9.5M and \$5M to follow.
North Ridge Trail (Waverly Barn Road to Dean Still Road)	Design complete Construction Est Start Date 1/2024	New roadway. Waiting for BoCC to approve selection of AECOM by RFP committee.
US 27 @ Four Corners	Design complete	Intersection improvements. Final plans submitted to FDOT traffic operations on June 21. Construction agreement is required. FDOT is supplying the signal materials.



Table 7

Road	Fiscal Year CIP (Construction)	Project Description
US 27@ Tierra Del Sol Blvd./Central Grove Road	In design	Developer to design, permit, construct improvements. County to share in construction costs.

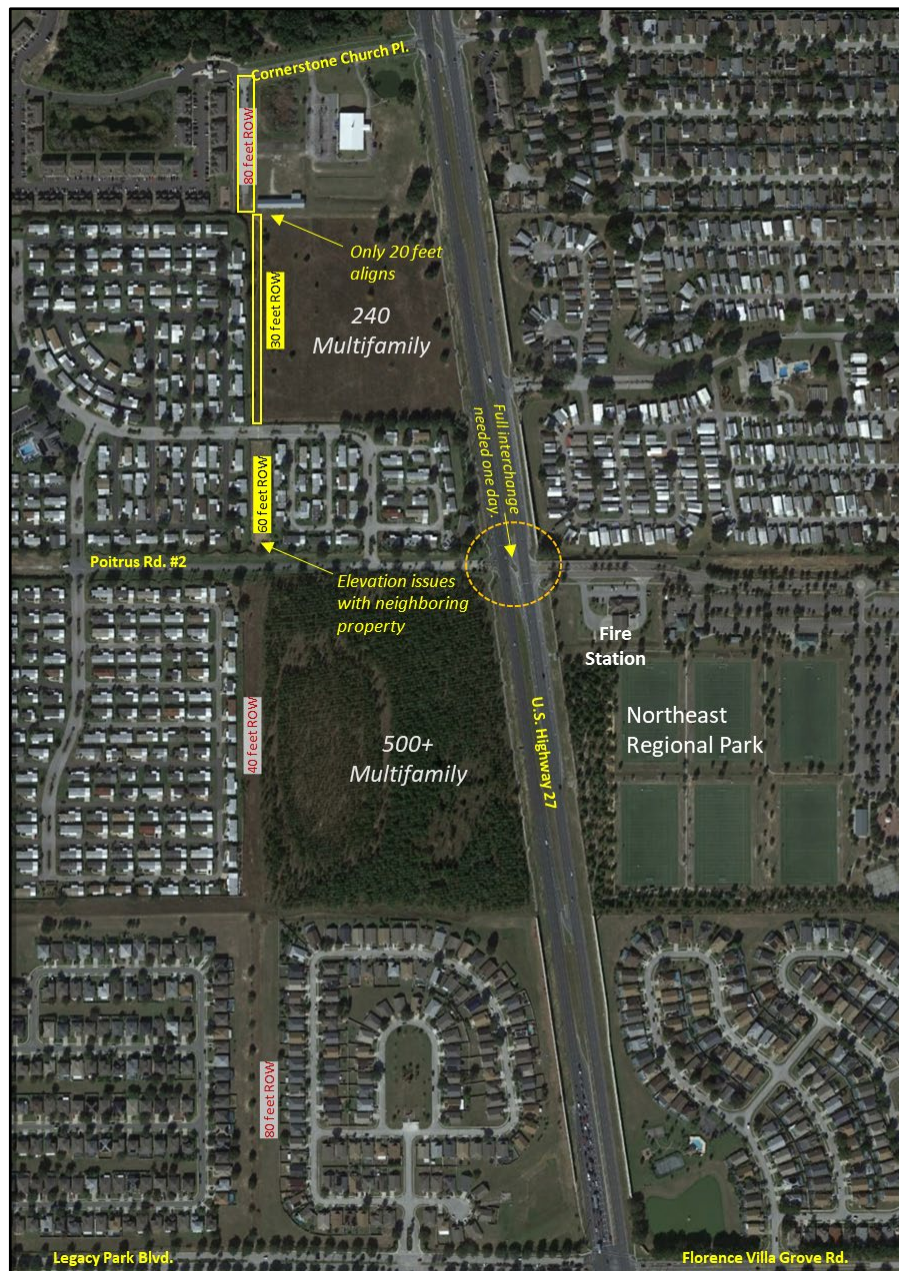


Figure 2 North Part of North Ridge Trail

Also important to the future use of the park and fire station is the signalization of Poitrus Road #2 and U.S. Highway 27 at the park entrance and connection to the north portion of the North Ridge Trail. This will provide an alternative route to U.S. Highway 27 for local traffic and for tourists visiting the attractions in Orange and Osceola Counties. Traffic continues to increase along U.S. Highway 27. Traffic concurrency will not be issued until Level 2 Review is completed. Depending on when that occurs, there may not be enough available capacity. With this connection, trips



flowing to U.S. Highway 27 will be reduced thereby enabling connection to the park without traveling on U.S. Highway 27 for all residential developments on the west side of U.S. 27 from Dean Still Road to Cornerstone Church Place.

### **Park Facilities and Environmental Lands**

The request is to recognize an existing regional park on the Future Land Use Map. The park was approved through a conditional use permit by the Planning Commission in 2010 (CU 10-10). The first constructed phases opened in 2012. The park reached full buildout of all the planned facilities in the fall of 2022. The Comprehensive Plan requires that all County recreation facilities in the unincorporated areas be mapped Recreation and Open Space (ROS).

#### **A. Location:**

The Northeast Regional Park is located at 1317 U.S Highway 27

#### **B. Services:**

The park contains six (6) lighted multipurpose fields, four (4) lighted baseball/softball fields, four (4) pickleball courts, two (2) racquetball courts, two (2) basketball courts, batting cages, a children's playground, a dog park, a boat ramp, a fishing pier, a walking/jogging trail around the perimeter, restrooms, picnic shelter and pavilions, and concession stands. Current hours of operations are from 5 a.m. to 10 p.m.

#### **C. Multi-use Trails:**

There is a multi-use trail that circles the perimeter of the park. There are no offsite multi-use trails planned on the east side of U.S. Highway 27. The Hilochee Wildlife Management Area on the western terminus of Sand Mine Road, opposite U.S. Highway 27 and one mile south of the park, is planned for a future connection to the Florida Trail.

#### **D. Environmental Lands:**

The Hilochee Wildlife Management Area begins at the wester terminus of the Sand Mine Road public right-of-way one mile south and one mile west of the park. These lands are made up of fee simple purchases, land dedication, and public conservation easements over private lands. Currently there is no public access nearby, but non-vehicular access is allowed into the property two miles to the north of the park through Lake County and by registering with the Florida Wildlife Conservation Commission. In the future there are plans for the Florida Trail to pass through these lands.

### **Environmental Conditions**

There were few environmental limitations when developing this site for a fire rescue station and park. Soils are well drained. The only wetland and floodplain areas are at the shoreline of Lake Davenport. However, since it was a former citrus grove, there was the presence of sand skinks and gopher tortoises prior to development. The slope of the property towards the lake was a plus and a minus. The well drained soils and proximity to the lake presented an opportunity to test new methods for environmentally sound recreation field management. This was the County's first use

of artificial turf for ballfields. While minimizing the environmental impacts of irrigation, insecticide, and fertilizing the fields it also saves the County money in maintenance costs. The success that was realized at this facility has been used on other ones in the County.

A. Surface Water:

The nearest surface water is Lake Davenport, which abuts the park on the eastern boundary. The park's soils are extremely well drained (Candler Sand), and the stormwater management system is designed to meet a 25 year, 24-hour storm event with a pre-event to post-event volume match, so there is not much runoff leaving the site and flowing into Lake Davenport without pre-treatment. Additionally, the fields are made of artificial turf so fertilized and pesticide usage is minimal. Given the physical characteristics of the property, this facility poses very little or no threat to nearby surface waters.

B. Wetlands/Floodplains:

There are no wetlands shown on the vast majority of site in the GIS Data Viewer for both the National Wetlands Inventory (NWI) and the Southwest Florida Water Management District data. There is a numbered A-zone along the shoreline of Lake Davenport according to the generalized maps provided by the Federal Emergency Management Agency (FEMA). This is to be expected at the shoreline of the lake. The only park facility that encroaches into the floodplain or wetlands is the boat ramp and fishing pier. Both expected to be there and properly permitted.

C. Soils:

The entire park site is comprised of a well-drained sandy soil, Candler Fine Sand according to the U.S. Department of Agriculture, Soil Conservation Service, Polk County Survey. There are very few limitations to development on Candler Sand. Because of its relatively large granular form, amendments and compaction are needed to stabilize the soils for foundations and roadway base. Efficient landscape irrigation is a difficulty as well. That is why the fields are made of artificial turf.

**Table 9**

<b>Soil Name</b>	<b>Septic Tank Absorption Field Limitations</b>	<b>Small Commercial Buildings</b>	<b>% of Site (approximate)</b>
Candler Sand	Slight	Slight	100%

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

D. Protected Species

According to Polk County Endangered Habitat Maps, there have been sightings of endangered species in the last 20 years around the shores of Lake Davenport (Source: Florida Natural Areas Inventory, 2002, 2006 & 2011). Species studies were conducted with the development of the park. Sand skink and Gopher Tortoise mitigation was completed prior to construction of any facilities.

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 Section 12, Township 25, Range 26.

F. Wells (Public/Private)

Polk County Utilities' Holly Hill well site and water treatment facility is over 4,000 feet to the south of the park boundary. The multiuse and baseball fields at the park are comprised of artificial turf. There is very minimal fertilization and insecticide use on the park grounds. The restrooms at the park and fire rescue station are connected to public wastewater. There is a lift station near the boat ramp.

G. Airports:

The site is not within any public airport flight paths or buffer zones. The closest aviation facility is a Helistop 1¼ miles to the north and Heliport at the Sheraton Four Points Hotel 4½ miles to the northeast both on US Highway 192. There is nothing constructed in the park that will have any effect on air traffic.

**Economic Factors:**

The County has made significant investments in infrastructure to support urban development in this area. Facilities such as water, wastewater, mass transit, fire protection, EMS and recreational facilities provide plenty of capacity for growth. Since the County began investing in infrastructure to serve development in this area, growth has been at a high rate. Housing developments in the area appeal to three main markets; retirement, commuters, and vacation rentals. In this area, there is a significant number of suburban dwellers that commute to work in the greater Orlando metropolitan area. In the past, many in the real estate fields believe this has been attributed to slightly lower land values in Polk compared to the other counties and convenient routes of travel to work and leisure opportunities, but there has been significant urban growth on the other sides of the county line as well. This regional park is enjoyed by many Polk and Osceola County, and families vacationing in the area. Mapping the property ROSX and INST-1X helps investors realize the beneficial amenities in the area.

**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
- Section 2.104 – Transit Supportive Development Area (TSDA) policies
- Section 2.116 – Institutional
- Section 2.117 – Recreation and Open Space

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

**Table 9 - General Growth Management policies**

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 proposed ROSX district is to recognize an existing regional park. The proposed INSTX district is to recognize an existing fire rescue station. These properties are surrounded by the urban scale development that surrounds them.
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 regional park was constructed on this site to provide for the recreation concurrency needs of the urban scale development permitted in the North US 27 SAP. The INSTX district will recognize an existing fire rescue station that serves the population in the area based on the development density.
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 regional park and fire rescue station were placed in this location to serve the anticipated growth that was planned for the area. This amendment is to recognize the existing uses.
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.	When the area was planned for urban scale development the best location for recreation and fire rescue services was not known. When it became apparent, the needs were too great to go through the lengthy CPA process. The ROSX and INSTX designations will acknowledge the regional park and fire station on the Future Land Use Map.
POLICY 2.102-A15: ADEQUATE PUBLIC FACILITIES - The County will direct new growth to areas where adequate public facilities exist or are planned; and ensure that essential services are in place to provide for efficient, cost effective response times from the Fire Department, Sheriff's Department, and Emergency Management Service (EMS).	The requested INSTX district is to recognize the placement of fire rescue services on this site to ensure that adequate response times of emergency services are maintained in the area.

The table to follow provides a brief breakdown of Section 2.104 policies that are most pertinent to this request.

**Table 10 – Transit Supportive Development Area Policies**

Comprehensive Plan Policy	Consistency Analysis
<p>POLICY 2.104-A1: DESCRIPTION -- Transit Supportive Development Areas shall meet the following criteria:</p> <ol style="list-style-type: none"> <li>be those areas where the availability of infrastructure and other community facilities and services, including, but not limited to mass transit and other transportation alternatives, utilities, <b>public safety, recreational</b> and educational services, promotes and supports the location of higher density and intensity compact, mixed use development;</li> <li>be supported by existing or planned urban type services that are programmed or expected for the 10-year planning horizon;</li> <li>be designated as part of a coordinated land use and transportation strategy that supports the provision of improved and expanded transit services, as identified in the Transportation Planning Organization (TPO) 2060 Transportation Vision Plan and the connecting circulator routes, in order to increase mobility and travel options;</li> <li>include development criteria that: <ol style="list-style-type: none"> <li>promote the development of walkable communities which include a balance between employment opportunities, mix of complementary uses and activities, and a range of housing opportunities;</li> <li>improve access to employment areas, schools, shopping and recreational opportunities;</li> </ol> </li> </ol>	<p>Both the regional park and fire rescue station have been developed to provide the services needed for other forms of development in the TSDA as stated in the policy highlighted.</p>
<p>POLICY 2.104-A5: DEVELOPMENT CRITERIA -- Development within the Transit Supportive Development Areas shall conform to the following criteria as further specified by the Land Development Code:</p>	
<p>a. provide access to transit facilities;</p>	<p>A bus pull-off and shelter are constructed on the U.S. Highway 27 frontage. The stop is served by route 18X (Posner Park/Four Corners).</p>
<p>b. connect to centralized potable water and sanitary sewer systems;</p>	<p>The County provides public water to the property but only the fire rescue station and restrooms at the park are connected to wastewater.</p>
<p>c. incorporate design features that promote healthy communities and green building practices, as established in Section 2.1251, Community Design, of this element;</p>	<p>The fire rescue station that this CPA is recognizing promotes healthy communities by providing public safety facilities. The park helps them remain healthy.</p>
<p>d. implement “Complete Street” and “Conservation Development” principles as established under Section 2.1251, Community Design, of this element;</p>	<p>This CPA is to recognize an existing public use. Both facilities are connected to the sidewalk system that runs the length of U.S. Highway 27 to other nearby residential developments. There is a paved multiuse trail that connects all the recreation facilities within the park.</p>
<p>e. integrate pedestrian-oriented features, including sidewalks, trails or walkways into every development including appropriate pedestrian shelters or awnings;</p>	<p>Both facilities are connected to the sidewalk system that runs the length of U.S. Highway 27 to other nearby residential developments. There is a paved multiuse trail that connects all the recreation facilities within the park.</p>
<p>f. provide access to civic space, parks, green areas, and open space and other amenities;</p>	<p>The existing use is a public park.</p>

**Table 10 – Transit Supportive Development Area Policies**

<b>Comprehensive Plan Policy</b>	<b>Consistency Analysis</b>
g. be supported by public safety (i.e., fire, EMS and law enforcement);	The purpose of the fire station that this CPA is recognizing is public safety.
h. have access to public schools, and	Schools need fire stations, not the other way around. School teams use the park facilities.
i. provide connectivity with adjacent uses within the TSDA, and facilitate connectivity between the TSDA and other urban centers and the rural development areas.	Both facilities are connected to the sidewalk system that runs the length of U.S. Highway 27 to other nearby residential developments. However, there is no vehicle connections. There is only one way: U.S. Highway 27.
j. encourage the inclusion of a variety of housing choices, other than single family detached homes, townhomes, condominiums, and residential units in mixed use buildings by establishing minimum densities that preclude the exclusive use of single family detached units within designated areas as established in Policy 2.104-A7.	These districts support increased housing densities so that more housing choices can be developed in the area.

**Table 11 – Institutional Policies**

<b>Comprehensive Plan Policy</b>	<b>Consistency Analysis</b>
POLICY 2.116-A1: CHARACTERISTICS - Institutional areas are primarily characterized by private and public-service structures.	This CPA recognizes an existing County fire station and public park.
<p>POLICY 2.116-A3: LOCATION CRITERIA - Institutional development may occur within the lands designated Institutional on the Future Land Use Map Series, and in any other land use designation throughout the County, unless further prohibited by the Land Development Code the County in accordance with Section 163.3201(1), FS. The following factors shall be taken into consideration when determining the appropriateness of establishing new Institutional areas on the Future Land Use Map Series, or in approving the location for an institutional use not located within lands classified as Institutional:</p> <ul style="list-style-type: none"> <li>a. Accessibility to roadways, with consideration being given to regional transportation issues for large-scale institutional developments having a regional market.</li> <li>b. Proximity to incompatible land uses, which is dependent upon the intensity of the institutional use (buffering may be provided to mitigate adverse impacts).</li> <li>c. The locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10.</li> <li>d. Proximity to similar and compatible uses providing opportunities for shared facilities.</li> </ul>	<ul style="list-style-type: none"> <li>a. This site has frontage on an arterial road.</li> <li>b. The closest residential structure is approximately 200 feet away.</li> <li>c. It meets the criteria enumerated in in Policy 2.102-A9 and Policy 2.102-A10. See pages 10 thru 18 of the staff report.</li> <li>d. This is the only INST for miles around.</li> <li>e. There is a school 1¼ miles to the south.</li> </ul>

**Table 11 – Institutional Policies**

Comprehensive Plan Policy	Consistency Analysis
e. Plans of the School Board and other public service agencies with jurisdiction in the County	
<p>POLICY 2.116-A4: DEVELOPMENT CRITERIA - Institutional development shall conform to the following criteria:</p> <p>a. Institutional uses include, but are not limited to: private and public-service structures. These commonly include:</p> <ol style="list-style-type: none"> <li>1. public and private educational facilities;</li> <li>2. government-administration buildings;</li> <li>3. public-safety structures (e.g. police and fire);</li> <li>4. cultural facilities (e.g. libraries, museums, and performing-arts theaters);</li> <li>5. health-care facilities e.g. <b>hospitals</b>, medical centers, clinics, nursing homes, adult day care centers, group homes, group living facilities, emergency shelters, residential treatment facilities.</li> </ol>	<p>The County currently owns the property will continue to use it for a Fire/EMS station. The original Conditional Use approval was August 10, 2010.</p>
b. Large institutional areas should be designed so that the more intensive uses are at the center of the development, with less intensive uses near the fringes.	<p>1.95 acres is not large.</p>
c. Prior to site planning, the School Board, independent special districts and other governmental entities shall communicate to one another to pursue potential colocation of government services.	<p>The property was purchased for a park and the fire rescue station was added. There is not room for a school on the site.</p>
d. Commercial uses within institutional areas mapped on the Future Land Use Map Series shall be primarily for the purpose of serving the institutions within the area and shall be limited to a scale appropriate for that purpose.	<p>It's a fire station. Not a place for commercial uses.</p>
<p>e. Institutional sites shall be designed to provide for:</p> <ol style="list-style-type: none"> <li>1. Adequate parking to meet the present and future demands of the use.</li> <li>2. Buffering where the effects of lighting, noise, odors, and other such factors would adversely affect adjacent land uses. Parking lots, loading areas, dumpsters, utilities and air conditioning units, signage, etc. are examples of facilities which may require special buffering provisions.</li> </ol>	<p>The site has the use of the regional park if more parking is needed.</p>
<p>f. Multi-family residential uses may be permitted at densities up to and including 15 dwelling units per acre as part of a Planned Development. Residential uses may be permitted according to the following:</p> <ol style="list-style-type: none"> <li>1. Residential uses shall only be established adjacent to or in conjunction with a university, college, vocational school or other similar educational institution.</li> <li>2. Residential development shall be intended to primarily meet the housing needs for students and facility members of the nearby educational institution.</li> </ol>	<p>No multifamily uses are proposed or characteristic of a fire station.</p>

**Table 11 – Institutional Policies**

<b>Comprehensive Plan Policy</b>	<b>Consistency Analysis</b>
g. Recreational uses accessory to the institutional use or compatible with the location of the institutional district.	The other 80.26 acres is dedicated to recreation.

**Table 12 – Recreation and Open Space Policies**

<b>Comprehensive Plan Policy</b>	<b>Consistency Analysis</b>
POLICY 2.117-A1: CHARACTERISTICS - Recreation and open space areas are primarily sites and facilities which are accessible to the general public, and which are oriented toward providing recreation services for the resident and the short and long-term visitor to Polk County. A recreational activity included within recreation and open space areas may be motorized, allow for the discharge of firearms, accommodate nighttime use, and produce large crowds at events. Retail sales are limited to concessions at events or to enhance the quality of the recreation experience onsite unless combined with commercially designated lands.	The Northeast Regional Park has lights to accommodate nighttime use and a boat ramp where motorized vessels may launch for access to Lake Davenport. There are concession stands at the ballfields for use during league play events. They are not opened daily.
POLICY 2.117-A2: DESIGNATION AND MAPPING - Recreation and open space areas shall be designated and mapped on the Future Land Use Map Series as "Recreation and Open Space" (ROS) and shall include all existing publicly accessible recreation and open space areas.	Yes.
POLICY 2.117-A3: LOCATION CRITERIA - Designation of new Recreation and Open Space areas on the Future Land Use Map Series shall occur. Consider the following factors when determining the appropriateness of designating new Recreation and Open Space areas: a. facilities meeting the recreation level-of-service standard (Policy 3.502-E2) and fulfilling the recreation and open space acquisition plan (Policies 3.502-E3, 3.502-E6, and 3.502-E9); b. satisfying resident and seasonal visitor/tourist recreation demand; c. impacts of the proposed uses on public facilities and services; d. vehicle access relative to the size and planned intensity of a proposed ROS district; e. distance to lake and river access, greenways, bicycle, pedestrian, and fixed route transit facilities, both existing and planned; and f. the locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10.	The Northeast Regional Park embodies all of these factors: built to meet recreation level-of-service, satisfies resident and tourist demands, has access to all urban public facilities, has direct access on an arterial road, with a transit stop, and access to a lake.
POLICY 2.117-A4: DEVELOPMENT CRITERIA - Recreation and Open Space development shall conform to the following criteria: a. provide for adequate parking to meet the present and future demands of the use; b. provide buffering, screening or setbacks where the effects of lighting, noise, odors, and other such factors may adversely affect adjacent land uses. Parking lots, dumpsters, utilities and air handling units, signage, etc. are examples of activities that may require special buffering, screening or setbacks provision; and c. incorporate water and energy conserving techniques.	The NE Regional Park has plenty of parking, as well as overflow. Buffering was required and planted with the Conditional Use approval in 2010. The ballfields are made of artificial turf to minimize water use. The other landscaping is irrigated with reclaimed water from the wastewater treatment plant. The property is not in the Green Swamp.



**Table 12 – Recreation and Open Space Policies**

<b>Comprehensive Plan Policy</b>	<b>Consistency Analysis</b>
d. in the Rural Special Protection Area of the Green Swamp Area of Critical State Concern Recreation and Open Space may not include the following: <ol style="list-style-type: none"> <li>1. Motorized Recreation except when providing access for disabled persons and boat access for non-competitive recreation;</li> <li>2. Recreation activities that produce large crowds (more than 250 people); or,</li> <li>3. Facilities with lighting that accommodates nighttime use.</li> </ol>	

### 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. Table 12 (below) depicts the Urban Sprawl Criteria used by staff as indicators of Urban Sprawl. However, this is one of the last available properties for development in an area that has long been planned for urban development. It is in no way urban sprawl.

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

**Table 12 Urban Sprawl Criteria**

<b>Urban Sprawl Criteria</b>	<b>Sections referenced in this report</b>
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

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

**Table 12 Urban Sprawl Criteria**

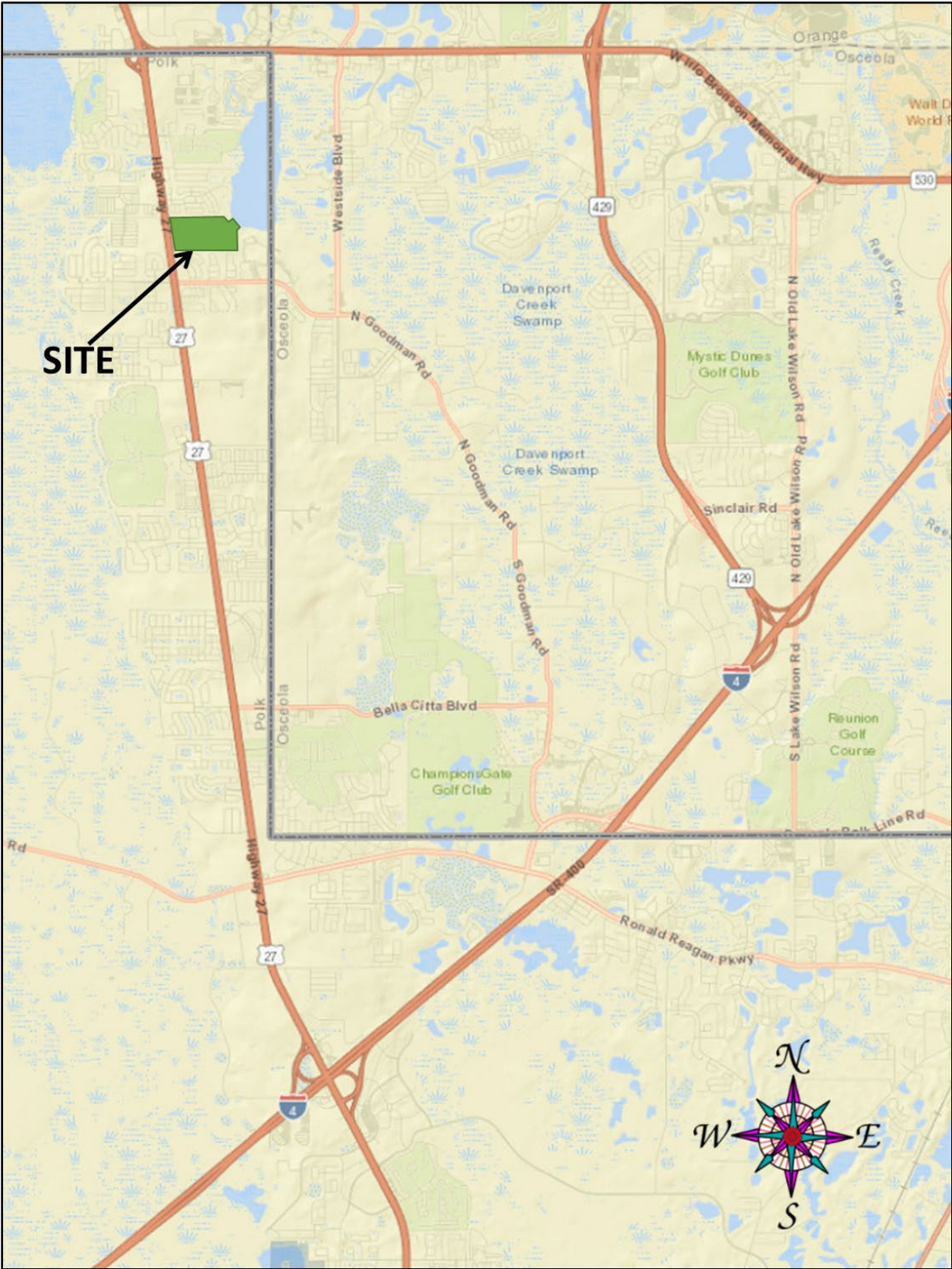
Urban Sprawl Criteria	Sections referenced in this report
l. <i>Will result in poor accessibility among linked or related land uses.</i>	Summary of Analysis, Compatibility with Surrounding Land Uses
m. <i>Results in the loss of a significant amount of open space.</i>	Summary of Analysis, Compatibility with Surrounding Land Uses

**Comments from other Agencies:**

*The County Surveyor's office has reviewed the legal description included in the draft ordinance for completeness and accuracy.*

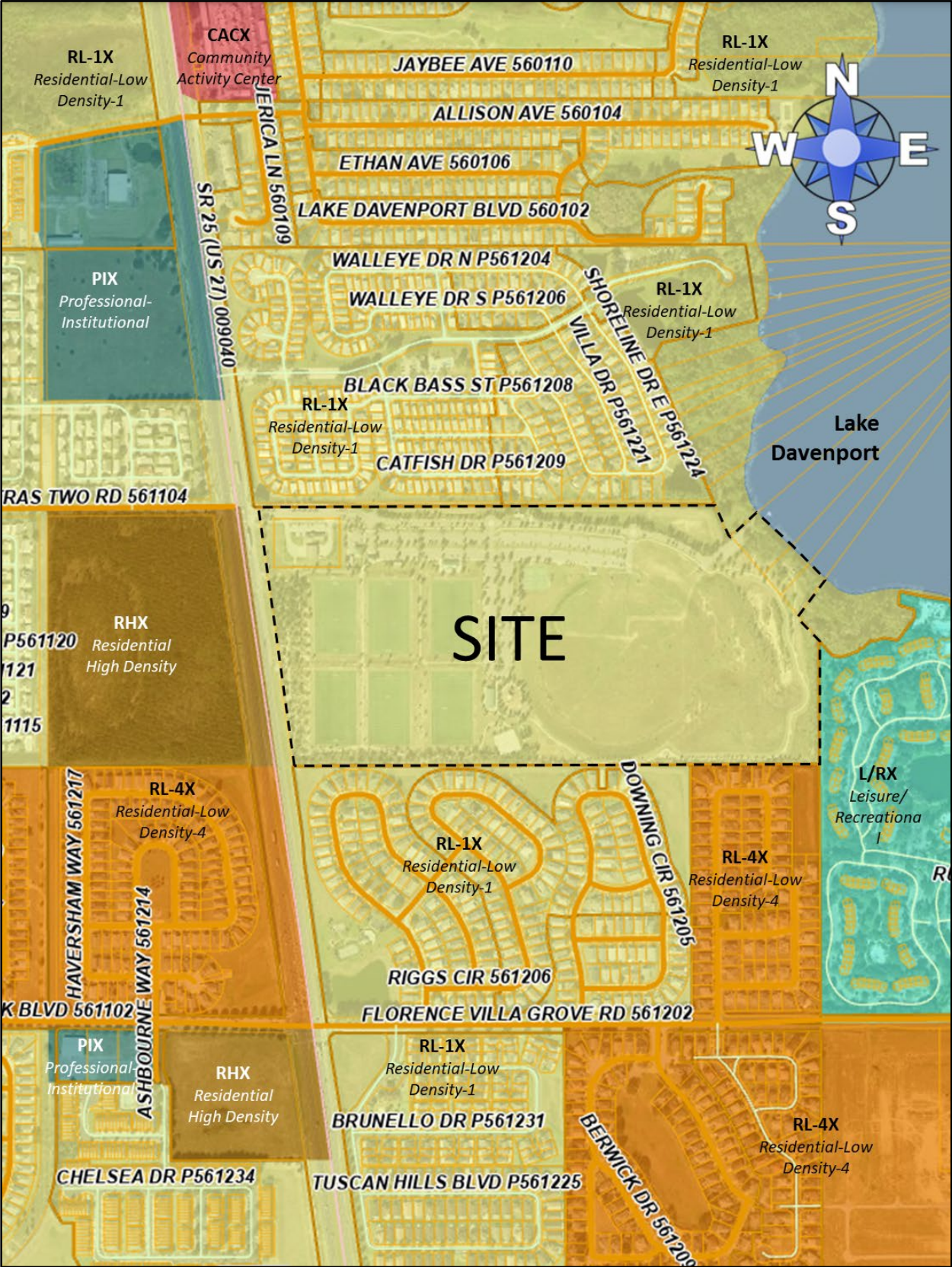
**Exhibits:**

- Exhibit – 1      Location Map
- Exhibit – 2      Future Land Use Map
- Exhibit – 3      2021 Satellite Photo (Context)
- Exhibit – 4      2021 Aerial Photo (Close-up)
- Exhibit – 5      District Use Comparison Table
- Exhibit – 6      Site Pictures



Location Map





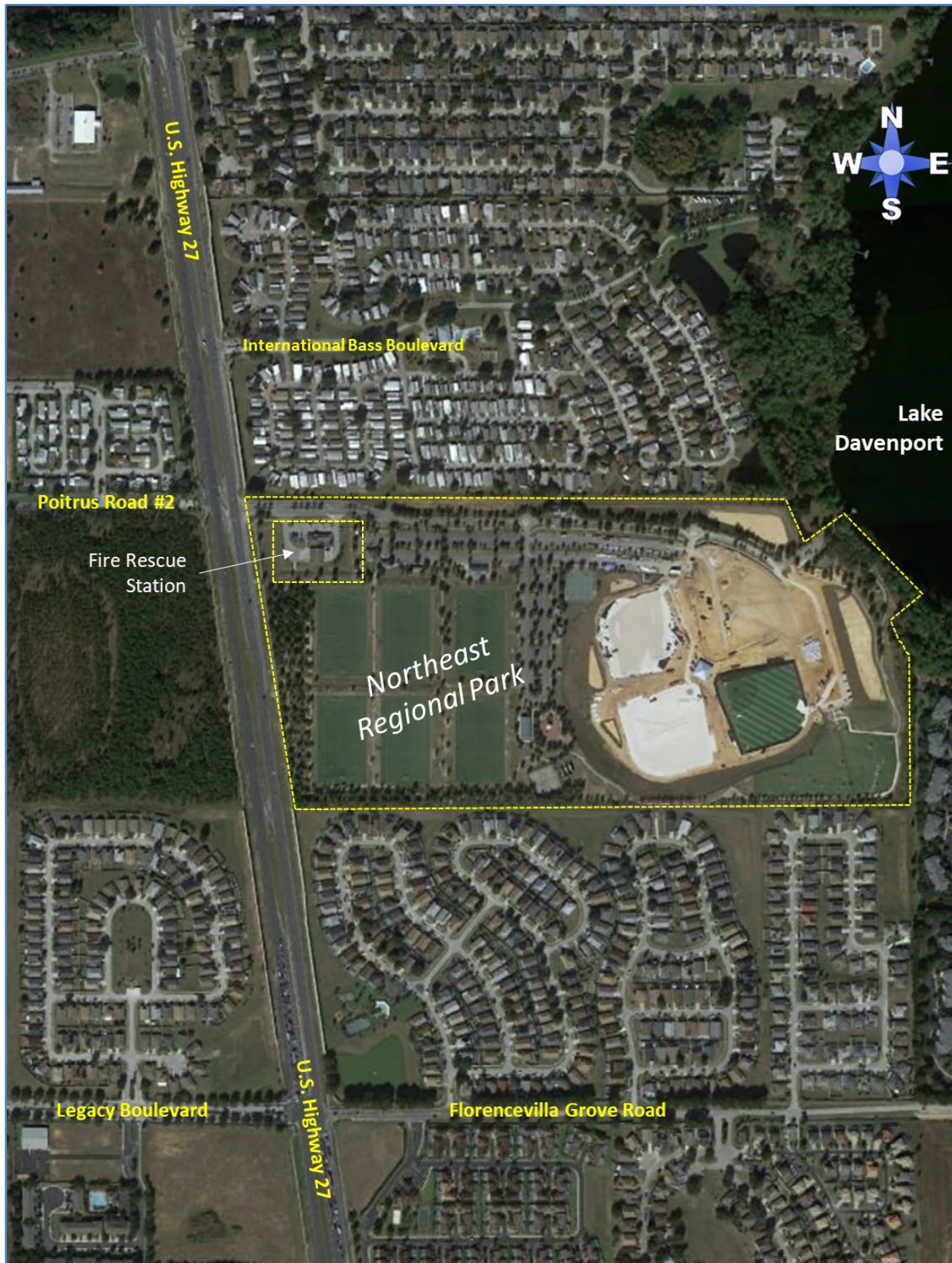
Future Land Use Map





2021 Satellite Photo (Context)





2021 Satellite Photo (Close Up)

## Comparison of Permitted and Conditional Uses\*

District	Permitted Uses	Administrative Review	Public Hearing(s) Required
<b>RL-1X</b> <i>Residential Low-1X</i>	Single-family Detached Home	Small Group Home (<or=6 residents) Single Mobile Home Small Emergency Shelter (<or=6) Low Intensity Recreation Elementary School Middle School	Mobile Home Park & Subdivision Adult Day Care Center (7+ clients) Group Living Facility (15+ clients) Bed and Breakfast Childcare Center Community Center Communication Tower Cultural Facility Emergency Shelter, Large (15+) Government Facility High Intensity Recreation Helistop Vehicle Oriented Recreation Religious Institution High School Leisure/Special Interest School
<b>ROSX</b> <i>Recreation and Open SpaceX</i>	Leisure/Special Interest School	Community Center Golf Course Government Facility Helistops Low Intensity Recreation Passive Recreation High Intensity Recreation Small Emergency Shelter (<or=6) Vehicle Oriented Recreation Religious Institution Riding Academies	Communication Tower Government Facility Outdoor Concert Venue Water Ski School
<b>INST-1</b> <i>Institutional-1X</i>	Childcare Center Government Facility Lodges and Retreats Elementary School Middle School Leisure/Special Interest School Production Studio Transit Facility	Group Living Facility (7+ clients) Adult Day Care Center (7+ clients) Cemetery Clinics & Medical Offices Community Center Communication Tower Cultural Facility Emergency Shelter (7+) Heliports & Helistops Nursing Home Offices & Office Park High & Low Intensity Recreation Vehicle Oriented Recreation Religious Institution Research & Development Solar Power Generation Facility	Multifamily Housing (dormitories) Gas Station (fleet) Hospital Lime Stabilization Facility Residential Treatment Facility High School Residential Treatment Facility Vo-Tech, College or University Water Ski School Class III Utility

\*Uses with the same level of review in both categories not listed nor are agricultural and utility uses preempted by State Law  
Also excluded are uses impractical due to property size or location.





## Site Pictures