

ARTICLE I. POLK COUNTY COMPREHENSIVE PLAN

CHAPTER 1. GENERAL

DIVISION 1.100 GENERAL PROVISIONS

SECTION 1.101 TITLE

This Article of the Polk County "Integrated Development Management System" shall be entitled and cited as the "Polk County Comprehensive Plan" or the "Plan."

SECTION 1.102 AUTHORITY

This Comprehensive Plan is enacted pursuant to the requirements and authority of "Local Government Comprehensive Planning and Land Development Regulation Act" (LGCPLDRA), Chapter 163, Florida Statutes (FS), and Chapter 125, FS [County Government].

SECTION 1.103 PURPOSE AND INTENT

The Polk County Comprehensive Plan is developed pursuant to the requirements of the LGCPLDRA, and "Minimum Criteria for Review of Local Government Comprehensive Plans and Determination of Compliance," Chapter 9J-5, Florida Administrative Code (FAC).

While the Plan was developed in response to the State's growth-management mandate, it is also premised on Polk County's individual unique characteristics, historical trends, current conditions, and citizen aspirations for a future Polk County with a desirable quality of life. Division 1.200 of this Plan, enumerates the "Basic Principles" that formed the foundation of the planning process which resulted in the Polk County Comprehensive Plan.

SECTION 1.104 APPLICABILITY

The provisions of this Plan shall be applicable throughout the unincorporated area of Polk County, Florida, and as otherwise provided by law.

SECTION 1.105 MAP SERIES INCORPORATED BY REFERENCE The "Comprehensive Plan Map Series" (Volume 2) designates the placement of land use categories and districts established within the Elements of this Comprehensive Plan, and is hereby incorporated by reference and made a part of this Comprehensive Plan ordinance as though fully set forth herein.

SECTION 1.106 DEFINITIONS

Definitions of words and terms used within this Plan shall have meanings prescribed to them as enumerated in the following prioritized list:

- A. as defined within the "Glossary" section of this Plan (Division 4.400); or

- B. as commonly used and defined in accepted dictionaries. Words and phrases shall be construed according to the common usage of the language, but technical terms and phrases and such others as may have acquired a peculiar and appropriate meaning in law shall be construed and understood according to such meaning.

SECTION 1.107 RULES OF INTERPRETATION

- A. GENERALLY: The interpretation and application of the provisions of this Plan shall be liberally construed in order that the true intent and meaning of the Board of County Commissioners (Board) may be fully carried out, and neither limits nor repeals any other powers granted the Board under state statutes. The interpretation and application of any provision of this Plan shall be held to be the minimum requirement adopted for the promotion of the public health, safety, comfort, convenience, and general welfare.
- B. DELEGATION OF AUTHORITY: Whenever a provision appears requiring the County Administrator or some other County officer or employee to do some act or perform some duty, it is construed to authorize delegation to professional-level subordinates to perform the required act or duty, unless the terms of the provision or section specify otherwise.
- C. GENDER: Words importing the masculine gender shall be construed to include the feminine and neuter.
- D. NUMBER: A word importing the singular number only may extend and be applied to several persons and things as well as one person and thing. The use of the plural number may be deemed to include any single person or thing.
- E. SHALL, MAY, INCLUDES: The word "shall" is mandatory and the word "may" is permissive. The word "includes" or "including" shall not limit a term to the specific examples, but is intended to extend its meaning to all other instances or circumstances of like kind or character.
- F. STATE, COUNTY, BOARD, PLAN, FS, FAC: The word "State" means the State of Florida and its authorized agents. The word "County" means the County of Polk, Florida and its authorized agents. The word "Board" means the Polk County Board of County Commissioners the word "Plan" means the Polk County Comprehensive Plan. The initials "FS" and "FAC" mean Florida Statutes, and Florida Administrative Code, respectively.
- G. TENSE: Words used in the past or present tense include the future as well as past or present.
- H. YEAR: The word "year" shall mean a calendar year, unless a fiscal year is indicated.
- I. BOUNDARIES: Interpretations regarding boundaries of the Comprehensive Plan Map Series (CPMS) and the location of roads shall be made in accordance with the following:
 - 1. Boundaries shown as following, or approximately following, any street shall be construed as following the centerline of the street.

2. Boundaries or roadways shown as following, or approximately following, any platted lot line or other property line shall be construed as following such line.
3. Boundaries shown as following, or approximately following, section lines, half-section lines, or quarter-section lines shall be construed as following such lines.
4. Boundaries shown as following, or approximately following, any meandering, natural area shall be construed as following such natural feature as verified by field inspection.
5. Except where such interpretation is determined to be a significant expansion of a Linear Commercial Corridor, Commercial Enclave, or Utility Enclave, where a parcel or lot, existing as of May 1, 1991, is divided into two or more areas, by a Development-Area boundary line(s), and/or a land-use classification boundary line(s), either of the following applies:
 - (a) the subject rules shall be applied to each section of property separately; or
 - (b) at the owner's discretion, rules governing that portion of the largest area of the parcel or lot shall be applicable to the entire property.

J. INTERNAL CONFLICTS: More specific provisions of this Plan shall be followed in lieu of more general provisions that may be more lenient than, or in conflict with, the more specific provision. The specific shall control the general. The original Appendixes (Volume 3-10) of the Comprehensive Plan and the updated information with the Evaluation and Appraisal Report (EAR) may be used to help interpret this Plan. Differences of meaning or implication between the text of the Plan and any caption, illustration, map, summary table, or illustrative table, may be clarified and/or interpreted through the Administrative Interpretation procedures specified in Section 4.303. Selected-Area Plans are a more specific detail of the generalized Future Land Use Map.

K. CONFLICTS WITH OTHER ORDINANCES:

1. In accordance with Section 163.3194, FS, the following law applies with regard to conflicts with existing land development regulations:

During the interim period when the provisions of the most recently adopted comprehensive plan, or element or portion thereof, and the ; Adopted are inconsistent, the provisions of the most recently adopted comprehensive plan, or element or portion thereof, shall govern any action taken in regard to an application for a development order.

2. Any land-use densities and intensities, level-of-service standards, or any other standards established within this Plan are considered minimum standards and may be further qualified, refined, and/or restricted through the; Adopted used to implement this Plan, so long as they are consistent with this Plan.

SECTION 1.108 COMPREHENSIVE-PLAN ORGANIZATIONAL FORMAT

- A. **INTEGRATED DEVELOPMENT MANAGEMENT SYSTEM:** The "Polk County Comprehensive Plan" is the first of three "articles" within Polk County's "Integrated Development Management System." The three articles are:

Article I: Comprehensive Plan
Article II: Capital Improvement Program (CIP)
Article III: Development Regulations

- B. **COMPREHENSIVE PLAN ORGANIZATION:** Article I is organized into "Chapters" and "Divisions." "Chapters" are used to divide the Plan into units of similar material for ease of use. "Divisions" include either a specific Plan "Element," as required by Florida's growth-management legislation, or specific information concerning a particular aspect of the entire Plan. The Plan is divided into the following chapters and divisions:

CHAPTER 1. GENERAL - This chapter includes information concerning the entire Plan and includes "divisions" of:

Division 1.100 General Provisions
Division 1.200 Basic Principles
Division 1.300 The Planning Process
Division 1.400 Population Projections

CHAPTER 2. DEVELOPMENT POLICIES - This chapter includes Plan "Elements" whose policies directly affect how the County will grow during the next 20 years. The following divisions are included within this chapter:

Division 2.100 Future Land Use Element
Division 2.200 Housing Element
Division 2.300 Conservation Element
Division 2.400 Economic Element

CHAPTER 3. PUBLIC FACILITIES POLICIES - This chapter includes "Elements" whose policies directly affect how the County's public facilities will develop during the next 20 years. The following divisions are included within this chapter:

Division 3.100 Infrastructure Element
Division 3.200 Transportation Element
Division 3.300 Mass Transit Element (Repealed)
Division 3.400 Aviation and Related Facilities Element (Repealed)
Division 3.500 Recreation and Open Space Element
Division 3.600 Public School Facilities Element

CHAPTER 4. IMPLEMENTATION - This chapter includes Plan "Elements" which address how the County is going to accomplish the public policies presented within

Chapter 2 and 3, and how the entire plan will be administered. The following divisions are included within this chapter:

- Division 4.100 Intergovernmental Coordination Element
- Division 4.200 Capital Improvement Element
- Division 4.300 Administrative Provisions
- Division 4.400 Glossary

COMPREHENSIVE PLAN MAP SERIES

- Future Land Use Map Series (FLUMS)
 - Development-Areas Map
 - Future Land Use Map (FLUM)
 - Development-Limitation Maps
 - Resource-Protection Maps
 - Selected-Area Plans (SAP) Maps
 - Selected-Area Plans (SAP) Vision Maps
- Intergovernmental Coordination Map Series (ICMS)
 - Joint Planning Area Map
- Transportation Element Map Series (TEMS)
 - Road System
 - Public Transit System
 - Bicycle and Pedestrian Ways
 - Airport Impact Districts
 - Natural Disaster Evacuation Routes

- C. GOALS, OBJECTIVES, AND POLICIES: All divisions that contain an "element" list a "goal," and are further subdivided into "objectives" and "policies." A "goal" is defined by Chapter 9J-5, FAC, as the long-term end toward which programs or activities is ultimately directed. An "objective" is defined as a specific, measurable, intermediate end that is achievable and marks progress toward a goal. A "policy" means the way in which programs and activities are conducted to achieve an identified goal. (Non-element divisions are not subdivided into goals, objectives, or policies.)
- D. MEASURABLE OBJECTIVES: Objectives in this Plan are often measurable. However, specific measures are not included where:
1. the establishment of a measurable objective would have required the selection of an arbitrary time frame, or other measurable parameter, which could result in the County placing itself in a judicially challengeable position by the arbitrariness of the measure; or
 2. the inclusion of the objective's corresponding policies within the County's post-adoption development-review procedures and growth-management decisions negates the need for a "measure" since the objective is actually accomplished by the implementation of the policies.

- E. SECTIONS and HEADINGS: All Divisions (elements and non-elements) are also divided into "Sections" to group objectives and policies, and/or information, under general headings for ease of use. All descriptive headings of goals, objectives, or policies, or other sections within the Plan, are inserted for convenience of reference only and shall not affect the construction or interpretation thereof.
- F. APPENDIXES: At the time of the Comprehensive Plan Adoption, several appendixes accompanied the Plan for the purpose of providing background information, to include: data and analysis for each element (as required by 9J-5, FAC); general information to assist the reader in understanding each element; editorial information, such as footnotes, bibliography, an appendix index, etc.; and other required Plan background information such as supporting documentation for population projections and information pertaining to the County's Comprehensive Plan Public Participation Program. This information was included in Appendixes "A" through "N" (Volumes 5 - 10) which were not adopted as a part of the original ordinance and are not incorporated as part of the official Polk County Comprehensive Plan, although, this information is updated with each Evaluation and Appraisal Report (EAR). In addition, the FLU Parcel-Level Detail Maps of the Future Land Use Map (Volumes 3 and 4) were originally adopted with the Comprehensive Plan to help interpret the generalized Future Land Use Map, which did not include parcel boundaries. As improvements in technology are utilized, the generalized Future Land Use Map is able to depict the parcel boundaries. Therefore, Volumes 3 and 4 have become part of the supporting background documentation for the Comprehensive Plan. (Future Land Use Element Appendixes 2.130 and 2.131 [DRIs & Pre-DRI SAPs and Adopted Selected-Area Plans] are included as a part of the adopted Comprehensive Plan.)

SECTION 1.109 REPEAL OF PRIOR COMPREHENSIVE PLAN

The "Polk County Comprehensive Plan" (Ordinance 91-06) adopted by the Board of County Commissioners April 19, 1991, is hereby repealed.

SECTION 1.110 SEVERABILITY

If any section, subsection, paragraph, sentence, clause, or phrase of this Plan shall, for any reason, be held to be unconstitutional by any court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of this Plan, which shall continue in full force and effect.

SECTION 1.111 EFFECTIVE DATE

This ordinance shall be effective on December 1, 1992.

DIVISION 1.200 BASIC PRINCIPLES

A "Basic Principles" document was adopted by the Comprehensive Plan Citizens' Advisory Committee (CAC) on April 25, 1989, and was approved by the Board of County Commissioners on May 2, 1989. This document served to establish guiding principles which were used during the planning process and provided a basic foundation on which to build the County's comprehensive plan. The "Basic Principles" document states:

Polk County recognizes its responsibility to protect the health, safety, and welfare of its citizens and provide for the achievement and maintenance of a high quality-of-life for all residents by the provision of mechanisms to promote an orderly, efficient, economically-sound, harmonious, safe, and healthful living environment. It is recognized that all persons have a right and a responsibility to share equally in the opportunities, benefits, and burdens of our society.

In accordance with this philosophy, and with the intent and requirements of Florida's growth-management legislation, Polk County seeks to develop a Comprehensive Plan in accordance with the following "Basic Principles."

1. The most effective and efficient delivery of public services requires that development occur where appropriate levels of service are provided. Polk County shall manage future growth and development through a growth-management system which will direct urban-intensity development to areas where urban services are provided, or are programmed to be provided.
2. Growth and development shall be timed with the occurrence of, and in areas where there are, appropriate levels of publicly used services and adequate supporting publicly used facilities.
3. Cities are permitted to extend publicly-used facilities and provide publicly-used services to areas outside of municipal boundaries, when such facilities and services are not to be supplied by the County, and when such facility extensions and service provisions are not in conflict with the Polk County Comprehensive Plan.
4. Residential neighborhoods are collectively recognized as an important asset to be protected.
5. Business, agricultural, commercial, and industrial enterprises, are collectively recognized as vital to the providing of an economically sound living environment.
6. It is recognized that natural resources are vital to the County's future well-being.
7. Environmentally sensitive lands and endangered natural communities are recognized as valuable assets.
8. Property rights are to be protected. However, it is recognized that there are legitimate and often competing public and private interests in land-use regulation and other governmental action.
 - a. There shall be compensation, or other appropriate relief as provided by law, to a landowner for any governmental action that is determined to be an unreasonable exercise of police power so as to constitute a taking.

- b. Compensation, or other appropriate relief, shall be determined by judicial proceeding rather than by administrative action.
- c. The acquisition of land by state or local government shall be encouraged in cases where regulation will severely limit practical use of real property.

DIVISION 1.300 THE PLANNING PROCESS

SECTION 1.301 WHAT IS A COMPREHENSIVE PLAN?

A local comprehensive plan is a review of the physical characteristics of an area and an evaluation of development trends leading to the establishment of goals, objectives, and policies to guide growth and change.

Although the work involved in producing a comprehensive plan is complex, the idea is simple. A comprehensive plan can be thought of as a guide to the orderly development of an area. It helps organize and coordinate the complex relationships between different land uses, such as: residential subdivisions, industrial parks, and agricultural areas. A comprehensive plan forms the foundation for specific policies dealing with land uses, parks and recreation, schools and other public buildings, roads, etc. It guides the placement and construction of public utilities such as water and sewer systems, and sanitary landfills. The plan is aimed at guiding the orderly physical growth of an area; including its economic and social development.

SECTION 1.302 FLORIDA'S GROWTH-MANAGEMENT REGULATIONS

1975 Growth-Management Act C Chapter 163, FS C LGCPA

Faced with rapid population growth that creates all the problems associated with crowding, congested roads, overburdened government services, destruction of natural resources, etc., state legislators realized more than a decade ago that extraordinary measures were needed to plan for and control growth. The result was the Local Government Comprehensive Planning Act (LGCPA) of 1975.

The 1975 Act was significant for several reasons. It was the first time all municipalities and counties in the State were required to prepare comprehensive plans according to a standard format. These local governments were required to address certain critical subjects of "elements" in their plans and they had to give the general public opportunities to comment. The plans and land development regulations were required to be consistent with those of neighboring jurisdictions. Most significant was that the local comprehensive plans were required to be adopted by ordinance and, for the first time, were given the full force of law.

Unfortunately, the Act proved to be less effective than legislators had hoped. Flaws in the law became evident. The State had no power to force local plans to be consistent with the Act. The power of the plans to control development was limited. Also, enforcement provisions and development regulations were generally deficient.

1985 Growth-Management Act c Chapter 163, FS c LGCPLDRA

The 1975 Act did not limit the number of times a comprehensive plan could be amended in the course of a year. Up to five percent of the land in a given area could be changed to a different land-use classification without requiring a formal plan amendment. The State could only review and comment on the plans, it could not force local governments to rewrite incomplete, inconsistent, or ineffective plans. This made it easy to circumvent the intent of the law. In a sweeping revision, legislators moved to eliminate these weaknesses with the passage of the Local Government Comprehensive Planning and Land Development Act (LGCPLDRA) in 1985, Chapter 163, FS.

This LGCPLDRA expanded the scope and detail of mandated plan elements. It requires all local government plans to be examined by the state planning agency, the Department of Community Affairs (DCA), and its respective regional planning council for consistency with state and regional comprehensive plans and for compliance with established minimum standards. The 1985 Act allows plans to be amended no more than twice each year (with certain exceptions) and reduces the five percent land area exemption to include only residential developments of five acres or less.

The LGCPLDRA strengthened the comprehensive planning process in other ways. It allows citizens to challenge provisions of local comprehensive plans and the ordinances designed to implement them, thus providing a means of enforcing local government compliance with the spirit and letter of the law. The Act requires all zoning, subdivision, and other land development regulations to be consistent with the plans. It also requires that proposed future land uses be mapped to clearly show the intent of the plans.

1986 Growth-Management Amendments - Chapter 163 "Glitch" Bill

Further refinements were necessary to remove several internal inconsistencies caused by its complexity and size, and the numerous amendments made to the LGCPLDRA during its passage in 1985. In 1986 the Legislature passed a "glitch" bill to address these inconsistencies and make further refinements. Although the 1986 glitch bill contained some substantial changes, as well as needed technical changes, the LGCPLDRA retained its essential structure and character.

Chapter 9J-5, Florida Administrative Code (FAC).

In March 1986, Chapter 9J-5, FAC, was adopted. This document, entitled "Minimum Criteria for Review of Local Government Comprehensive Plans and Determination of Compliance" became the standard for Plan review by the Department of Community Affairs (DCA). This Chapter established, as its title indicates, minimum criteria for the preparation, review, and determination of compliance of comprehensive plans pursuant to the LGCPLDRA. It established:

1. State Plan and Regional Plan consistency requirements for local Plans,
2. minimum criteria for Plan elements, and
3. the basic format of the Plan with regards to:
 - a. data requirements,

- b. data analysis, and
- c. requirements for Goals, Objectives, and Policies (GOPs).

Plan Consistency

All local governments in Florida (counties and municipalities) were, or will be, required to prepare and submit comprehensive plans to the State. In Polk County 18 plans will be prepared: one for the County and one for each of its 17 municipalities.

These local government plans must meet State guidelines to assure that they will agree with one another. These guidelines require all local plans to be consistent with the State Comprehensive Plan and with their respective comprehensive regional policy plans. The Central Florida Regional Planning Council has the responsibility of reviewing Polk County's Plan. The Council is composed of representatives from DeSoto, Hardee, Highlands, Okeechobee and Polk Counties and the City of Lakeland, and is headquartered in Bartow. Both the State Comprehensive Plan and the Central Florida Regional Policy Plan have been completed.

The State guidelines also encourage local plans to be consistent with each other by requiring them to include an Intergovernmental Coordination Element. In Polk County, a work group of local-government planners and planning consultants for local governments meet monthly to discuss mutual planning and growth-management issues.

Although it is clear that the State plan is to direct the regional plans which, in turn, are to direct the local plans, two State agencies were charged with developing the rules for writing these plans. One agency coordinated the development of the State Comprehensive Plan and the rules for writing regional policy plans, while the other drafted the rules for writing local comprehensive plans. As a result the format and content of local plans may differ from that of the State and regional plans. However, they still must be consistent with one another.

Local comprehensive plans are geared toward guiding physical land development, and establishing standards and budgeting in order to provide local government services such as utilities, garbage collection, road maintenance, etc. The state and regional plans address these and other issues, but in a much broader sense.

SECTION 1.302 POLK COUNTY'S PLANNING PROCESS

Polk County has been involved in planning since the first zoning ordinance was adopted in 1971. However, up until the adoption of this Plan in April 1991, the County, while having produced its first Comprehensive Plan in 1979, in response to the State's 1975 growth-management act, had not produced a Future Land Use Map to assist in this Planning effort.

After the State enacted the 1985 "Local Government Comprehensive Planning and Land Development Regulation Act," which required a land-use map, the Planning Division painstakingly began to gather data and perform planning analysis necessary to produce Polk County's first land-use

plan and map. Public-participation efforts began with Comprehensive Plan introductory workshops in February, 1988, and proceeded through the following steps:

1. In December, 1988, the Board appointed a 27-member Comprehensive Plan Citizen's Advisory Committee (CAC) to assist staff in the development of a revised Comprehensive Plan. Staff and the CAC, over a 15-month period, conducted 230 public meetings and public hearings involving over 3800 volunteer hours. A public hearing was conducted for each of the eleven "elements" of the Plan, as well as a final hearing for the entire Plan, prior to the CAC submitting a recommended plan and map to the Board on April 3, 1990.
2. The Board of County Commissioners reviewed and revised the CAC-Recommended Plan and a Board-approved Plan was transmitted to the Florida Department of Community Affairs (DCA) for state review September 4, 1990.
3. The County received a 138-page "Objections, Recommendations, and Comments (ORC) Report" from DCA in mid-December.
4. The State's Growth-Management Act required the County to adopt a Comprehensive Plan in compliance with Florida's growth-management legislation within 60 days of receiving the ORC report. The Board of County Commissioners determined that since the Plan was of such significance that it would be in the best interest of the County to take additional time to prepare the final draft for adoption. Over a period of four months, the Board of County Commissioners held numerous workshops, including five public-participation workshops, on proposed revisions to the transmitted Plan. An adoption public hearing was conducted on Thursday, April 18, 1991, at 6:00 p.m. The Plan was adopted at 1:30 a.m., Friday, April 19, 1991.
5. DCA issued a notice of intent (NOI) to find the adopted Plan in noncompliance with Florida's Growth-Management Act on June 13, 1991, because it was DCA's opinion that the Plan did not fully meet the requirements of the law.
6. After many months of negotiations with DCA, the Board conducted a public hearing on March 23, 1992, and approved entering into a stipulated-settlement agreement to amend the Plan to address DCA's objections. DCA signed the agreement on April 22, 1992.
7. On May 19, 1992, the Board conducted a public hearing for the purpose of transmitting to DCA proposed amendments to the Plan required by the stipulated-settlement agreement. At that time the County also transmitted additional proposed amendments to further correct and clarify the Plan.
8. An adoption public hearing was conducted on Tuesday, November 17, 1992, at 5:30 p.m. The entire Plan was readopted at 12:30 a.m., Wednesday, November 18, 1992. This adoption had an effective date of December 1, 1992.
9. Because of significant amendments and movement of entire Plan sections in the two amendment cycles in 1993 (CPA-93A and CPA-93B), the entire Plan was again readopted as

a part of CPA-93B-15 for the purpose of clarification. That adoption occurred January 31, 1994, with an effective date of March 1, 1994, for CPA-93B amendments.

SECTION 1.303 IMPLEMENTATION

The Plan will be realized through a number of implementation techniques, to include:

1. administrative processes and procedures conducted by County staff at the direction of the County Administrator,
2. legislative actions taken by the Board of County Commissioners, and
3. the adoption of the Land Development Code to implement the objectives and policies of this Element, as well as all of the other elements of the Polk County Comprehensive Plan.

The Land Development Code (LDC) was adopted; Adopted to implement the Polk County Comprehensive Plan will include provisions to address procedures and standards for the review of development, to include a concurrency-management system to ensure that development meets the locally established level-of-service standards, and that facilities and services are available concurrently with the impacts of that development.

The policies and land-use categories used within this Future Land Use Element of this Plan are not to be confused with "zoning" regulations or zoning districts. The Future Land-Use Map is not a zoning map.

DIVISION 1.400 POPULATION PROJECTIONS - RESIDENT AND SEASONAL

The success of the Polk County Comprehensive Plan depends to a great extent on the accuracy of population estimates and projections. Identifying the rate of population growth within the County assists the Planning Division staff in determining future requirements for public services in regards to: transportation, housing, recreation, solid waste, water, and sewer.

In addition, the viability of the Comprehensive Plan will be measured in terms of its ability to accommodate the increasing population and the impact of that growth on public services. Failure to plan for the new growth can render the Comprehensive Plan virtually ineffective as a growth management tool. Therefore, to plan for public service needs for County residents and seasonal visitors, the population projections will be updated annually.

The population projections have various applications within the Comprehensive Plan. As well as planning for future public services, the budgetary impacts of future levels of service must be considered. For example, large one-time expenditures (capital improvements) must be planned and budgeted. The capital improvements to support the population growth have had the revenues to be used identified, and their cost programmed within the Capital Improvements Element.

This same relationship of supporting the growth projections has been used within the Future Land Use Element. The population growth indicated by the projections has been accounted for by allocating future areas to be developed with a specific type of land use. For example, as past growth

trends continued, the county's unincorporated resident population increased by 123,100 persons between the years of 1990 and 2010. Accounting for the needs of that number of people has afforded a proper balance of residential and business type of land area to support the increased population growth and related commercial, business, and industrial activity. It is this relationship of population growth and the ability of the Polk County government to provide adequate levels of service that has been addressed in all the Comprehensive Plan Elements.

In 1991, at the time of adoption of the Comprehensive Plan the County used the high-range population projections developed by the University of Florida, Bureau of Economic and Business Research (BEBR). BEBR produces annual population estimates for state revenue sharing purposes, as well as providing annual population projections for 10 and 20 year periods.

BEBR identifies three levels of population projections for counties to use: low, medium, and high. The levels produce a range of an expected population increase. By 1991 the County had increased its resident population since 1970 by 183,000, or by an annual percent increase of greater than four. The estimated population in 2009, 18 years later, is 584,343, a difference of 179,000 residents, or an annual percent increase of 2.4. Since 1980 and until the mid to late 90's, the high-level population projections have historically been closer to the actual population increase within Polk County. The 2000 Census showed a smaller percentage of growth, and even though in the mid 2000's there was a small peak at above three percent, the growth rates have stayed somewhere between the medium and high and declining. Because at the time of the EAR the historical data showed a slower growth rate overall, the Polk County Planning Division has used the mid-level BEBR population projections for planning of future public services and land-use allocations for the 2010-2030 Plan update instead of the high to medium level used at the time of the 1999 EAR.

The State of Florida (BEBR) and the Bureau of the Census do not provide seasonal population estimates or projections (pursuant to Section 9J-5, Florida Administrative Code). Because of this lack of statistical information in regard to seasonal populations, at the time of this update, the Polk County Long Range Planning Division used the seasonal population estimates and projections derived from utilities service analysis produced by the Southwest Florida Water Management District in 2009. The staff report for CPA 10B-04 includes the background and methodology on how the seasonal population estimates and projections were derived.)

DCA refers to seasonal populations as tourist, short and long term visitors (seasonal residents), and migrant farm workers (Chapter 9J-5.003(85), Florida Administrative Code). As with the resident population projections, the projected seasonal populations provide a means to approximate a "worst case scenario" wherein the county's capacity to accommodate additional use of public services is maximized. The seasonal population figures have been incorporated into the appropriate elements as an addition to the projected resident population to help in the analysis of public service provisions and future land-use allocations.

Although at the time of its initial adoption the County did not expect the indicated growth rates to continue to the year 2010, it did further the planning process by assuming a worse-case scenario regarding the provisions of public services. The indicated growth could have actually held true if large developments within the development review process had been and new residents and visitors had been attracted to the county. Using the mid-level BEBR population projections at this time allows the County to take a more conservative approach in lieu of the economic crisis that has at this

point affected the County. Not only has the crisis slowed growth rate, but the negative growth reflects not only in the current economy of the County, but on the future availability of work force once the economy shows signs of recovery.

The mid-level BEBR population projections used within the Comprehensive Plan was used to determine the future need for transportation, recreation, infrastructure, as well as other public facilities. In addition, the population projections have been accepted by the state and the 17 County municipalities, which provide a basis for internal consistency between local governments within the county, and within the elements of the Polk County Comprehensive Plan.

NOTE: IN 2011, SIGNIFICANT CHANGES WERE MADE TO THE GROWTH MANAGEMENT ACT AS PORTIONS OF RULE 9J-5 WAS INCORPORATED INTO FLORIDA STATUTES.

POLK COUNTY POPULATION			
YEAR	UNINCORPORATED POPULATION	TOTAL POPULATION	SOURCE
1950	56,830	123,997	US CENSUS BUREAU COUNT
1960	74,489	195,139	US CENSUS BUREAU COUNT
1970	114,984	228,026	US CENSUS BUREAU COUNT
1971	122,946	238,531	BEBR ESTIMATE*
1972	130,907	249,035	BEBR ESTIMATE
1973	137,732	258,515	BEBR ESTIMATE
1974	145,825	268,343	BEBR ESTIMATE
1975	150,077	275,973	BEBR ESTIMATE
1976	151,659	275,078	BEBR ESTIMATE
1977	156,032	279,574	BEBR ESTIMATE
1978	159,965	284,388	BEBR ESTIMATE
1979	168,529	295,541	BEBR ESTIMATE
1980	190,071	321,652	US CENSUS BUREAU COUNT
1981	195,646	330,830	BEBR ESTIMATE
1982	200,937	338,865	BEBR ESTIMATE
1983	202,493	345,224	BEBR ESTIMATE
1984	209,631	355,413	BEBR ESTIMATE
1985	215,885	366,268	BEBR ESTIMATE
1986	221,960	377,583	BEBR ESTIMATE
1987	229,947	389,056	BEBR ESTIMATE
1988	238,634	400,426	BEBR ESTIMATE
1989	240,558	410,863	BEBR ESTIMATE
1990	242,195	405,382	US CENSUS BUREAU COUNT
1991	250,048	414,700	BEBR ESTIMATE
1992	254,469	420,885	BEBR ESTIMATE
1993	261,950	429,943	BEBR ESTIMATE
1994	267,742	437,204	BEBR ESTIMATE
1995	271,653	443,153	BEBR ESTIMATE
1996	279,542	452,707	BEBR ESTIMATE
2000	302,797	483,924	CENSUS 2000
2005	338,359	541,840	BEBR ESTIMATE
2010	365,351	586,156	BEBR ESTIMATE
2015	392,711	630,052	BEBR ESTIMATE
2020	420,982	675,408	BEBR ESTIMATE
2025	451,510	724,150	BEBR ESTIMATE
2030	483,774	776,150	BEBR ESTIMATE

Source: Polk County Board of County Commissioners, Planning Div. 1989; 1999, 2010 and the University of Florida, *Bureau of Economic and Business Research (BEBR), "Pop. Studies," Vol.22, Num.2, Bul.88, "2010 Population Studies, Vol. U.S. Census Bureau.

ANNUAL TOURIST PROJECTIONS			
YEAR	TOTAL POPULATION	UNINCORPORATED POPULATION	ANNUAL TOURIST POPULATION
1990	405,382	242,195	1,164,566
1995	443,153	271,653	1,164,566
2000	483,924	302,797	1,500,000
2005	338,359	338,359	1,500,000
2010	365,351	365,351	1,500,000
2015	392,711	392,711	1,500,000
2020	420,982	420,982	1,500,000
2025	451,510	451,510	1,500,000
2030	483,774	483,774	1,500,000

Source: Polk County Planning Division, 1997, Central Florida Development Council, 1997; Mid Florida Marketing and Research, Inc. 1997.

SEASONAL SHORT- AND LONG-TERM RESIDENT POPULATION PROJECTIONS			
YEAR	TOTAL POPULATION	UNINCORPORATED POPULATION	ANNUAL SEASONAL RESIDENT POPULATION
1990	405,382	231,682	12,051
1995	443,153	271,653	13,088
2000	483,924	302,797	15,845
2005	541,840	338,359	21,114
2010	586,156	365,351	23,253
2015	630,052	392,711	25,906
2020	675,408	420,982	28,667
2025	724,150	451,510	31,154
2020	776,150	483,774	33,072

Source: 1990 – 2000 -Polk County Planning Division, 1990 and 1997.
 2005 – 2030, SWFWMD 2008 County PS Projection Summaries 2009-04-28
<http://www.swfwmd.state.fl.us/data/demographics/estimating-population.php>

Note: There are developments that have been platted within the unincorporated county and that will have housing provided for seasonal residents (*Polk County Planning and Development Review Divisions, 1997*). Because of the growth and city annexation patterns, the current data for seasonal-population projections illustrates a percent change that is expected to continue. Additionally, the cyclical cycle of the arrival departure of seasonal residents in, however, the same as documented in 1989 (Polk County Planning Division, 1997). The patterns of seasonal resident migration are similar to that experienced within other counties within Florida (Hillsborough and Pinellas Counties, 1997).

MIGRATORY FARM LABORERS AND FAMILY MEMBERS POPULATION PROJECTIONS			
YEAR	TOTAL POPULATION	UNINCORPORATED POPULATION	MIGRATORY POPULATION PROJECTIONS
1990	405,382	231,682	10,000
1995	443,153	271,653	16,000
2000	483,924	302,797	6,861
2005	541,840	338,359	11,000
2010	586,156	365,351	13,000 – 15,000
2015	630,052	392,711	13,000 – 15,000
2020	675,408	420,982	13,000 – 15,000
2025	724,150	451,510	13,000 – 15,000
2030	776,750	483,774	13,000 – 15,000

Source: Polk County Planning Division, 1997.

1. 1999 adoption: This assumption is different than what was accepted in 1990 when local jurisdictions produced migrant population estimates and projections. The 1990 estimate and projections included seasonal counts, which were maintained through Florida Job Service. The difference in methodologies between 1990 and 1997 will reduce the expected population impact by approximately one-half.
2. 2005 – 2020 estimates reported by Work Force Education of Polk County to the Florida Job Services to use in their Labor market Information database. The number of Migrant workers reported is higher because of the legal Temporary Visa Program. This program has increased the accountability of the employers to report the number of workers. Additional to this, 2,085 migrant children have been enrolled in Polk County schools during the 2009/2010 crop picking season. This data could potentially point to another unreported 4,000 migrant workers and household member.

Revision History for Chapter 1 - General	
SECTION 1.105	CPA 11B-06 (Ord. 11-038) 12/8/11; CPA-2001B-10 (Ord. 01-102) 12/19/01; CPA-96A-11 (Ord. 96-55) 12/3/96;
SECTION 1.107	CPA 11B-06 (Ord. 11-038) 12/8/11; CPA-10B-01 (Ord. 10-039) 8/4/10; CPA-2002A-01 (Ord. 02-38) 7/10/02; CPA-95A-18 (Ord. 95-46) 10/17/95;
SECTION 1.108	CPA-11B-06 (Ord. 11-038) 12/6/11; CPA-96A-11 (Ord. 96-55) 12/3/96;
SECTION 1.303	CPA-11B-06 (Ord. 11-038) 12/6/11; CPA-2002A-01 (Ord. 02-38) 7/10/02;
DIVISION 1.400	CPA 10B-04 (Ord. 10-043) 8/4/10; CPA-99B-34 (Ord. 99-82) 12/15/99;
Division 1.400	CPA 12E-02 (Ord 12-038) 12/18/2012