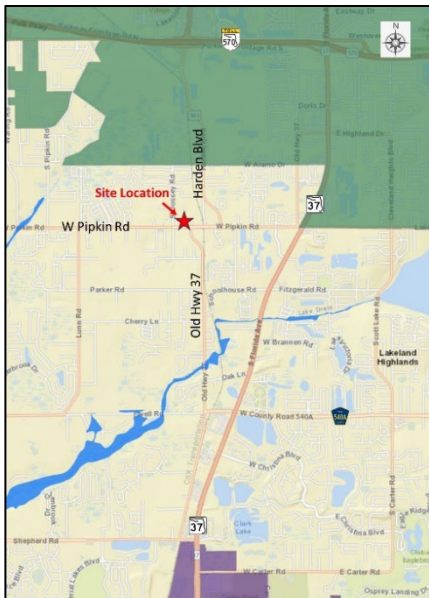


POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

DRC Date:	June 8, 2024
Planning Commission Date:	August 7, 2024
BoCC Dates:	LDCT-2024-16 September 3 and 17, 2023; LDCPAS-2024-5 September 17, 2024
Applicant:	JSK Consulting, Matthew Johnson / Polk County
Level of Review:	Level 4 Review, Comprehensive Plan Map and Text Amendment
Case Number and Name:	LDCPAS-2024-5; W Pipkin Rd INST CPA / LDCT-2024-16; W Pipkin Text Amendment
Request:	A text amendment (LDCT-2024-16) to Section 2.135-K permitting the Institutional (INST), and a Small Scale Comprehensive Plan Future Land Use designation change (LDCPAS-2024-5) from Business Park Center (BPC) to Institutional (INST).
Location:	North side of W Pipkin Road, east of Dossey Rd., south of Jordan Road, and west of Harden Boulevard, south of Lakeland city limits, in Section 11, Township 29 and Range 23.
Property Owner:	McNeil Robinson LLC
Parcel Size:	1.22± acres (232911-000000-012030)
Development Area/Overlays:	Transit Supportive Development Area (TSDA)
Future Land Use:	Business Park Center (BPC)
Nearest Municipality	Lakeland
DRC Recommendation:	Approval
Planning Commission Vote:	Approval (7:0)
Florida Commerce:	N/A
Case Planner:	Robert Bolton, Planner III



Location



Current Future Land Use

Summary of Analysis

This is an applicant initiated request for LDCT-2024-16 a text amendment amending Section E105, adding Institutional as an allowable Land Use and altering portions of the buffering on subject property, and LDCPAS-2024-5 a small scale Comprehensive Plan Amendment to change the Future Land Use (FLU) designation from Business Park Center (BPC) to Institutional (INST) in the Transit Supportive Development Area (TSDA) on 1.22± acres and a text amendment to Section 2.135-K permitting the Institutional (INST). The site is located on north side of W Pipkin Road, east of Dossey Rd., south of Jordan Road, and west of Harden Boulevard, south of Lakeland city limits, in Section 11, Township 29 and Range 23.

Compatibility Summary

The proposed land use change is compatible with the growth that has occurred in this area. The subject site is located within the Transit Supportive Development Area (TSDA), in which a mixture of uses is required and needed to support employment options. The subject currently has a Land Use designation of BPC. The subject site is a part of the BPC district to the north and east, developed with a self-storage facility and a Dollar General. The realigned intersection of Harden Boulevard / Old Highway 37 and W Pipkin Road is primarily non-residential Future Land Use districts, including Business Park Center (BPC), Convenience Center (CC), Neighborhood Activity Center (NAC), and Commercial Enclave (CE). The greater area is predominantly Residential Low-3 (RL3) and Residential Low-2 (RL2) land use districts. The applicant has a Level 2 review in for a day care center for the site, which is not a permitted use within the BPC district. The proposed Institutional (INST) will allow this use in a location that it is needed and desirable within the greater area context.

Infrastructure and Urban Services Summary

The proposed CPA is not anticipated to degrade the Level-of-service (LOS) standard for transportation, the locally zoned schools, fire, EMS and sheriff public safety resources. The subject site will be connected to the City of Lakeland's water and Polk County Southwest Regional Utilities for wastewater. There are no wells on the subject site.

Environmental Conditions Summary

The proposed request is not anticipated to have a negative impact upon the environmental features present on site. However, the subject site is located within the one-mile radius of a protected animal and plant species sighting. The project site is located within an Airport Impact District as indicated in exhibits within this staff report. The subject site is not associated with any historical or archeological sites. The subject site has no surface water, wetlands or flood zones.

The subject site is located within an airport height notification zone, there are no historical or archeological resources, and there are no indicated protected species. The subject site has no surface water, wetlands or flood zones, the soils are not of a problematic type.

Comprehensive Plan Policies Considered

- Section 2.102 – General Growth Management policies
- Section 2.104 – Transit Supportive Development Areas (TSDA) policies
- Section 2.116-A – Institutional policies
- Policy 3.204-D – Airport-Impact District

Findings of Fact

Request and Legal Status

- This is an applicant-initiated request for two Land Development actions as follows: 1) LDCT-2024-16, amending Appendix E, Section E105, adding Institutional as an allowable Land Use and altering portions of the buffering on subject property. 2). LDCPAS-2024-5 a the Future Land Use (FLU) designation change from Business Park Center (BPC) to Institutional (INST) in the Transit Supportive Development Area (TSDA) on 1.22± acres, and a text amendment Section 2.135-K permitting the Institutional (INST)
- The subject site is located on the north side of Pipkin Road West within the BPC district fronting Pipkin Road West with a depth of 270± feet of depth and access from Pipkin Road W and the Dollar General site adjacent to the east. The subject site is in the TSDA.
- The proposed FLU change is on 1.22± acres. The subject site is located on north side of W Pipkin Road, east of Dossey Rd., south of Jordan Road, and west of Harden Boulevard, south of Lakeland city limits, in Section 11, Township 29 and Range 23.
- The subject site was designated Business Park Center (PBC) on August 21, 2018 with CPA 18-C-01 with land use restrictions in Appendix E of the LDC adopted with the companion request LDC18T-05.
- The applicant wishes to conduct uses not permitted in BPC but are allowed within INST, a daycare/preschool facility in which a current Level 2 review is pending (LDNON-2024-29).

Compatibility

- The subject's surrounding uses are as follows:
 - North of the subject site is the subject's Business Park Center (BPC) predominantly developed with a self-storage facility.
 - East of the subject site is the subject's Business Park Center (BPC) with a Dollar General and the self-storage from the north.
 - South of the subject site is a Convenience Center (CC) with a Family Dollar.
 - West of the subject site is Residential Low-3 (RL-3) residential development which was developed.
- The site is part of a larger Business Park Center (BPC) district. There is a Commercial Enclave (CE) district located at the four quadrants of the Pipkin Road and Dossey Road intersection, approximately 360 feet west. SR 37, South Florida Avenue, in this area is a Linear Commercial Corridor (LCC), is about a half a mile east of the subject site.
- The surrounding uses to the north, east and south are non-residential uses including Business Park Center, and Convenience Center. The larger surrounding area is predominantly residential uses both east and west along W Pipkin Road and along Old Highway 37.

Infrastructure

- The zoned schools for the site are Medulla Elementary, Southwest Middle School, and George Jenkins High School.
- First responder Fire/EMS response will be from Polk County Fire Rescue Station 2, 2523 Ewell Road, Lakeland with a travel distance of 2.9± miles.
- The subject site is within the Northwest District Commend Area for the Sheriff's office which is located at 1045 Wedgewood Estates Boulevard, Lakeland.
- The subject site is within the City of Lakeland's Utility Service Area for potable water and Polk County Southwest Regional Utilities for wastewater.
- Pipkin Road West from Pipkin Road South to Harden Boulevard (west of the subject) is a four (4)-lane divided urban collector, running east and west. It is monitored by the Polk County Transportation Planning Organization (TPO) with a Level of Service (LOS) of "C" and a standard of "D". This section is being widened from Harden Boulevard to Medulla Road.
- Pipkin Road West from Harden Boulevard to South Florida Avenue (east of the subject) is a two (2)-lane, with center turn-lane, urban collector, running east and west. It is monitored by the Polk County Transportation Planning Organization (TPO) with a Level of Service (LOS) of "D" and a standard of "D". This section was recently widened and improved; however, the TPO Level of Service condition has not been updated to reflect the improvements.
- Old Highway 37 from Pipkin Road West to Shepherd Road is a two (2)-lane urban collector, running north and south. It is monitored by the Polk County Transportation Planning Organization (TPO) with a Level of Service (LOS) of "C" and a standard of "D".
- Harden Boulevard is a five two (2)-lane, with center turn-lane, undivided urban collector running east and west. It is monitored by the TPO with a Level of Service (LOS) of "D" and a standard of "D". The LOS is primarily due to the high volume of PM peak hour traffic.
- The subject site currently has sidewalks along the south side of the site, or north side of Pipkin Road West.
- Citrus Connection runs the Lime Flex line along Pipkin Road West with a stop at Pipkin Road and Cimarron Drive.
- Parks in the area include Christina Park which is located at 625 CR 540A, Lakeland and is approximately 2 miles south of the site.

Environmental

- The subject site is approximately 146 feet above sea level at the northern side of the site and slopes to the south to an elevation of approximately 142 feet..
- According to the soil survey by the United States Department of Agriculture the subject site is made up of Lochloosa fine sands and Tavares fine sand, 0 to 5 percent slopes. Future development of the site will be subject to Section 2.303: “Soils” of the County’s Comprehensive Plan (in conjunction with the Land Development Code) which requires all development to implement Best Management Practices based on the Department of Environmental Protection’s (DEP) Florida Development Manual.
- According to Polk County Endangered Habitat Maps, the subject site is located within a one-mile radius of an observed a protected animal species siting (Source: Florida Department of Environmental Protection, 2015). The applicant will be required to submit a biological walk-over as part of the Level-2 review process.
- There are no known archeological or historical resources on the subject site per data from the Florida State Historical Commission.
- The subject site is not within a Wellfield Protection district. The nearest public Wellfields are approximately 2 miles south of the site.

Comprehensive Plan Policies

- POLICY 2.102-A1: Development Location states that Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing communities.
- POLICY 2.102-A2: Compatibility - 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 2.104-A5: Development Criteria -- Development within the Transit Supportive Development Areas shall conform to the following criteria as further specified by the Land Development Code:
 - a. provide access to transit facilities;
 - b. connect to centralized potable water and sanitary sewer systems;
 - c. incorporate design features that promote healthy communities and green building practices, as established in Section 2.1251, Community Design, of this element;
 - d. implement "Complete Street" and "Conservation Development" principles as established under Section 2.1251, Community Design, of this element;
 - e. integrate pedestrian-oriented features, including sidewalks, trails or walkways into every development including appropriate pedestrian shelters or awnings;
 - f. provide access to civic space, parks, green areas, and open space and other amenities;
 - g. be supported by public safety (i.e., fire, EMS and law enforcement);
 - h. have access to public schools;
 - i. provide connectivity with adjacent uses within the TSDA, and facilitate connectivity between the TSDA and other urban centers and the rural development areas.
 - 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.
- 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:
 - a. Accessibility to roadways, with consideration being given to regional transportation issues for largescale 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.

The placement of institutional uses in other than lands classified as Institutional shall be subject to County approval through a Conditional Use Permit, or in accordance with land-development regulations adopted and/or amended by the County in accordance with Section 163.3201(1), FS.

Educational facilities will be allowed in lands designated as Institutional, or in all other land uses, except Industrial as a community facility in accordance with policies of this Plan.

- POLICY 2.116-A4: Development Criteria - Institutional development shall 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 faculty members of the nearby educational institution
 - g. Recreational uses accessory to the institutional use or compatible with the location of the institutional district.
- Appendix E, Section E105-K: Establishes allowable uses within the Activity Center Plan, limiting to Business Park Center (BPC) uses of Commercial Vehicle Parking, Office, Self-Storage Facility, and Commercial Uses consistent with Convenience Center. Also established a n enhanced buffer along the western side of the site for the proposed self-storage facility.

Changes to this Section include Institutional (INST) within the Activity Center, parcel specific, and an adjustment to the enhanced buffer to align with the existing self-storage facility. The Institutional (INST) will be required to meet the standards in LDC Section 720 Landscaping and Buffering.

Development Review Committee (DRC) Recommendation: Based on the information provided by the applicant, recent site visits, and the analysis conducted within this staff report, the DRC finds that with the proposed conditions, the proposed request **IS COMPATIBLE** with the

surrounding land uses and general character of the area, **IS CONSISTENT** with the Polk County Comprehensive Plan and Land Development Code, and therefore, the DRC recommends **APPROVAL of LDCPAS-2025-5 and LDCT-2024-16**

Planning Commission Decision: On August 7, 2024, in an advertised public hearing, the Planning Commission voted 7:0 to **recommend APPROVAL of LDCPAS-2024-5 and LDCT-2024-16.**

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: 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.

NOTE: Approval of this request is only for Level 4 Review and only for those development decisions within the Board of County Commissioners purview. A Level 2 Review (engineered plans) will be required for all site development and shall implement the standard conditions listed in Section 303 of the Land Development Code and the development standards listed in Chapter 7 of the Land Development Code. Upon completion of the Level 2 Process, building permits will be required for all structures in accordance with Chapter 553 of the Florida Statutes.

Surrounding Land Use Designations and Current Land Use Activity

Table 1: Surrounding Uses

NW RL-3 Single-family, and Attached Housing	N BPC-1 Self-storage	NE BPC-1 Self-storage
W RL-3 Single-family, and Attached Housing	Subject Property BPC-1 Vacant	E BPC-1 Dollar General
SW RL-2 Single-family	S CC Non-conforming Single-family, and Family Dollar	SE CC Family Dollar

Source: Site Visit and Polk County GIS Data Viewer

The subject site is a part of the BPC district to the north and east, developed with a self-storage facility and a Dollar General. To the southeast and south of the site is a Convenience Center (CC) district with a non-conforming residence and a Family Dollar. To the southwest is a large area of Residential Low-2 (RL-2), developed with single-family residential. West of the site is a large area of Residential Low-3 (RL-3) developed with single-family, attached housing and duplexes. At the intersection of Dossey Road and Pipkin Road W is an area of Commercial Enclave (CE) developed with a convenience store.

The realigned intersection of Harden Boulevard / Old Highway 37 and W Pipkin Road is primarily non-residential Future Land Use districts, including Business Park Center (BPC), Convenience Center (CC), Neighborhood Activity Center (NAC), and Commercial Enclave (CE). The greater area is predominantly Residential Low-3 (RL3) and Residential Low-2 (RL2) land use districts.

Compatibility with the Surrounding Land Use:

According to *Policy 2.102-A2* of Polk County’s Comprehensive Plan, “land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other policies in this Future Land Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; and c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.” The adopted definition for compatibility states it is “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 subject site is located within the Transit Supportive Development Area (TSDA) where a mixture of uses is required and needed to support employment options. The site is on the north side of Pipkin Road West and east of the intersection with Old Highway 37 and is comprised of 1.22± acres. The subject site is part of a prior Land Use Map Amendment (CPA 18C-01) land use change to Business Park Center (BPC) and Text Amendment (LDC 18T-05) to amend Appendix E for parcel specific conditions. The requested Future Land Use designation change LDCPAS-2024-5) to Institutional (INST) with the Text Amendment (LDCT-2024-16) permitting the Institutional land use designation as a condition of Section E105-K, provides for more diverse non-residential support uses for the greater residential surrounding area. The site has access from the eastbound lane of Pipkin Road West and access easements from the adjacent parcel to the east, a Dollar General, also providing access to Pipkin Road West at the intersection with Old Highway 37.

In summary, the subject site is located within the TSDA, on an Urban Collector road with full public services and transportation needs. The proposed INST will provide increased diversity of non-residential support of the greater residential uses within the area as well as a transitional use between the RL to the west and the BPC to the east.

Nearest Elementary, Middle, and High School:

The schools zoned for the subject property, as shown in Table 2, include Medulla Elementary, Sleepy Hill Middle School, and George Jenkins Senior High. Institutional allows for multi-family as a C-3 Level of review. The applicant has a Level 2 Review in for the property to be a day care center, and will not impact the public school system.

Table 2: Schools

School	Distance
Medulla Elementary	0.9± miles
Sleepy Hill Middle School	10.0± miles
George Jenkins Senior High	4.7± miles

Source: Polk County School Board

Nearest Sheriff, Fire, and EMS Station:

The nearest Sheriff District office is located approximately 11.5 miles from the subject site. Response times vary depending on where the nearest sheriff’s deputy patrol car is located rather than the district office. The nearest Fire and EMS station is approximately 2.9 miles southwest of the subject site.

Table 3: Public Safety

	Name of Station	Distance/Response Time*
Sheriff	Northwest District Command (1045 Wedgewood Estates Blvd., Lakeland)	Priority 1 – 10:52 min Priority 2 – 26:44 min
Fire/EMS	Station 2 (2523 Ewell Road)	2.9 ± miles / 8 min
<i>Source: Polk County Sheriff’s Office and Public Safety. *Response times are based from when the station receives the call, not from when the call is made to 911.</i>		

Water and Sewer Capacity and Service Provider:

Table 4 below details the estimated impact to potable water and wastewater services based upon the buildout for the proposed FLU on the subject site. The subject property is within the City of Lakeland Service area for water and Polk County Southwest Regional Utilities for wastewater.

A. Available Capacity:

Table 4: Estimated Water and Sewer Impact Analysis

Permitted Density / Intensity	Maximum Permitted in Existing Land Use BPC	Maximum Permitted in Proposed INST
1.22± acres 53,143 sq. ft.	1.22± acres (53,143 sf) X 0.75 FAR = 39,587 sf	1.22± acres (53,143 sf) X 0.25 FAR = 13,286 sf
Potable Water Consumption	39,579 sf X 0.24 = 9,566 GPD	13,286 sf X 0.24 = 3,189 GPD
Wastewater Generation	9,566 GPD X 80% = 7,653 GPD	3,189 GPD X 80% = 2,552 GPD

B. Service Provider:

The subject site is serviced by the City of Lakeland for water and Polk County Southwest Regional Utilities for wastewater. The potable connection point is an eight (8) inch main along Pipkin Road W. directly on the south side of the subject site. There is available capacity for wastewater and connection will be addressed at Level 2. Water is provided by the City of Lakeland who have stated that there is capacity available for the subject site.

C. Available Capacity:

There is available capacity for wastewater and connection will be addressed at Level 2. Water is provided by the City of Lakeland who have stated that there is capacity available for the subject site.

Roadways/Transportation Network:

A. Estimated Demand:

Table 5 following this paragraph shows the Average Annual Daily Trip (AADT) rate and the PM

Peak hour trip rate. The proposed Future Land Use designation change to INST, at maximum density, will generate more than the current BPC land use.

Table 5: Estimated Transportation Impact Analysis

Permitted Density / Intensity	Maximum Permitted in Existing Land Use BPC	Maximum Permitted in Proposed INST
1.22± acres 53,143 sq. ft.	53,143 sf X 0.75 FAR = 39,587 sf / 1,000 = 39	53,143 sf X 0.25 FAR = 13,286 sf / 1,000 = 13
Average Annual Daily Trips (AADT)	39 X 1.71 AADT X 92% = 63 Trips	13 X 10.84 AADT X 92% = 130 Trips
PM Peak Hour Trips	39 X 0.18 AADTX 92% =7 Trips	13 X 1.44 AADTX 92% =18 Trips

Source: Concurrency Manual: BPC @ Warehouse 1.71 AADT per 1,000 sf, 0.18 AADT per 1,000 sf PM Peak Hour, Single-family @ 7.81 AADT per du and 1.00 AADT PM Peak Hour,

B. Available Capacity:

Table 6, following this paragraph, displays the available capacity for West Pipkin Road, Harden Boulevard, and Old Highway 37. There is available capacity in the PM Peak Hour for maximum buildout.

Table 6: Roadway Link Concurrency

Link #	Road Name	Lane Type*	Current LOS	Available Peak Hour Capacity	Minimum LOS Standard	Project 5 Year LOS
8338E 8338W	Pipkin Road West Pipkin Rd S to Harden Blvd.	4D UC	C	936 900	D	C
8339E 8339W	Pipkin Road West Harden Blvd. to S. Florida Ave.	3B UC	D	288 321	D	C
8013N 8013S	Harden Blvd. Pipkin Rd W to SR 570 (Polk Parkway)	3B UC	D	551 519	E	D
4127N 4127S	Old Highway 37 Shepard Road to Pipkin Rd W	2U UC	C	375 359	D	C

*Source: Polk County Transportation Planning Organization, 2023 Roadway Network Database October 2023. *4D means four-lane divided, 3B means two-lane center turn-lane, 2U means two lane undivided, UC means Urban Collector*

C. Roadway Conditions:

West Pipkin Road, Harden Boulevard, and Old Highway 37 are all urban collector roads which intersect at the location of the subject site. Both Harden and Old Highway 37 have signalized intersections with West Pipkin Road. West Pipkin Road was recently widened between Medulla Road to the west and South Florida Avenue to the east, TPO has not yet updated the LOS for this section of roadway. Old Highway 37 and Pipkin Road West between Harden Boulevard and Pipkin Road South have LOS of “C”. Pipkin Road West between Harden Boulevard and South Florida Avenue has a current LOS of “D” with a 5-year Projected LOS of “C” after the road widening project is completed. Harden Boulevard has a current and projected LOS of “D” primarily due to the high volume of traffic during the PM peak hour.

D. Sidewalk Network:

Currently there is a sidewalk along the south side of the subject site, or the north side of W. Pipkin Road.

E. Planned Improvements:

West Pipkin Road between Harden Road and S Florida Avenue was recently widened and improved; however, the TPO Roadway Database has not been updated to indicate improvements to this section of the roadway. West Pipkin Road between Harden Boulevard and Medulla Road is being widened from two to four lanes. New signals, sidewalks, street lighting and utility improvements will also be constructed as part of the road widening.

F. Mass Transit:

Citrus Connection runs the Lime Flex line along West Pipkin Road with a stop located at W. Pipkin Road and Cimarron Drive adjacent to the east of the subject site.

Environmental Conditions:

Any impact to surface water, wetlands, and storm water management will be in accordance with the requirements of the Comprehensive Plan and Land Development Code.

A. Surface Water:

There are no wetlands on the subject site. The area is relatively flat with the highest points located near the northern side of the site, at an elevation of approximately 146 feet, with the lowest part of the property located near the southern side of the property with an elevation of approximately 142 feet.

B. Wetlands/Floodplains:

According to the Polk County Data Viewer the subject site does not indicate any flood zones or wetlands.

C. On-Site Soils:

The subject site is comprised of two (2) different soil types: Lochloosa fine sands and Tavares fine sand, 0 to 5 percent slopes. Future development of the site will be subject to Section 2.303: “Soils” of the County’s Comprehensive Plan (in conjunction with the Land Development Code) which requires all development to implement Best Management Practices based on the Department of Environmental Protection’s (DEP) Florida Development Manual. The reported soils are based on the United States Department of Agriculture (USDA) Soils Survey.

Table 7

SOIL NAME	SMALL COMMERCIAL BUILDINGS	SEPTIC TANK ABSORPTION FIELDS	PERCENTAGE OF SITE
Lochloosa fine sands	Severe	Severe	78±%
Tavares fine sand, 0 to 5 percent slopes	Slight	Moderate	22±%

Source: Soil Survey of Polk County Florida 1990

C. Wells (Public/Private):

The applicant did not indicate any wells located on the property. The subject property is not within a Wellfield Protection District. The closest Wellfield Protection Districts is approximately 2 miles south of the site.

D. Archeological Resources

There are no known historical or archeological resources onsite according to the Secretary of the State's Department of Historical Resources Florida Master File.

E. Protected Species

According to Polk County Protected Species Observation Map and the Florida Fish & Wildlife Conservation Commission (2015), the subject site is located within a one-mile radius of endangered animals. The applicant will submit a biological walk-over as part of the Level-2 review process.

F. Airports:

The subject site is located within the Lakeland Regional Airport Impact District (AID) and Airport Height Notification Zone. The Airport Height Notification Zone is established to regulate the height of structures and objects of natural growth in areas lying beneath the primary, approach, transitional, horizontal and conical surfaces around each public-use airport in Polk County. As the subject site is east of the Lakeland Regional Airport it is in the Conical Surface Limit boundary. The Conical Surface, according to the Polk County Airport Zoning Regulations (Adopted 09/06/2019), is a surface extending outward and upward from the periphery of the horizontal surface at a slope of 20 to 1 for a horizontal distance of 4,000 feet. No height limitation is provided for Conical Surface in the Polk County Airport Zoning Regulations.

Park Facilities:

The nearest park is Christina Park. The closest environmental sites are Scott Lake Conservation Easement and Lakeland Highlands Scrub.

A. Location:

Christina Park, which is located at 625 CR 540A, Lakeland and is approximately 2 miles south of the site.

B. Services:

The park's current hours of operation are from 5 a.m. to 10 p.m. and offers Walking trails, baseball fields and leagues, softball fields, picnic shelters, and pavilions.

C. Multiuse Trails:

The closest free hiking trails are the Lakeland Highlands Scrub located southeast of the site.

D. Environmental Lands:

The Scott Lake Conservation Easement is located south of Lakeland and is comprised of 551 acres of natural Florida lands and wetland with walking trails, cycling, picnic areas, restrooms, and wildlife viewing.

E. Planned Improvements:

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

Consistency with the Comprehensive

The following policies in Table 8 have been included as being the most relevant policies to the proposed request. The policy is first stated and then an analysis of how the request may or may not be consistent with the County’s Comprehensive Plan is provided.

Table 8 Comprehensive Plan Policy

Comprehensive Plan Policy	Consistency Analysis
<p>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:</p> <ol style="list-style-type: none"> there have been provisions made which buffer incompatible uses from dissimilar uses; incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; 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. 	<p>The existing adjacent uses surrounding the site are predominantly BPC within the greater surrounding area the uses are mostly single family detached with attached housing to the east and non-residential uses along Pipkin Road West. Pipkin Road West is currently being widened and will have a larger pavement width and have an increased capacity for more traffic. Approval of this amendment will provide for availability of a wider availability of non-residential use support for the existing residential uses. This request is compatible with the surrounding area and infrastructure.</p>
<p>Policy 2.102-A1: Development Location – Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing communities.</p>	<p>The request is in an area with public water and sewer available and a soon to be four lane divided roadway. Therefore, the request is consistent with the policy.</p>
<p>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.</p>	
<p>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.</p>	<p>The request is for INST where all forms of infrastructure are available for development on the subject site. Therefore, the timing of development of the subject site is consistent with the Comprehensive Plan’s growth management strategy.</p>
<p>Policy 2.102-A10: Location Criteria - The following factors shall be taken into consideration when determining the appropriateness of establishing or expanding any land use or development area: 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</p>	

Comprehensive Plan Policy	Consistency Analysis
<p>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</p>	
<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"> a. Accessibility to roadways, with consideration being given to regional transportation issues for largescale 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. <p>The placement of institutional uses in other than lands classified as Institutional shall be subject to County approval through a Conditional Use Permit, or in accordance with land-development regulations adopted and/or amended by the County in accordance with Section 163.3201(1), FS. Educational facilities will be allowed in lands designated as Institutional, or in all other land uses, except Industrial as a community facility in accordance with policies of this Plan.</p>	<p>The request is consistent with this policy as the subject site has access to Pipkin Road West, a County maintained Urban Collector Road, and meets the locational criteria set forth in Policy 2.102-A10, and is located on Pipkin Road West, capacity in the utilities and transportation systems, and is not urban sprawl.</p>
<p>POLICY 2.116-A4: Development Criteria - Institutional development shall conform to the following criteria:</p> <ul style="list-style-type: none"> a. Institutional uses include, but are not limited to: private and public-service structures. These commonly include: <ul style="list-style-type: none"> 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, 	<p>The request is for Institutional is to allow for the site to be developed with a day care center, Level 2 plans are submitted and awaiting the Land Use and Text Amendment.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>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.</p> <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> <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> <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> <p>e. Institutional sites shall be designed to provide for:</p> <ol style="list-style-type: none"> 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. <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"> 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 <p>g. Recreational uses accessory to the institutional use or compatible with the location of the institutional district.</p>	

Urban Sprawl Analysis

Polk County’s Comprehensive Plan *Policy 2.102-A10* establishes review criteria intended to discourage the proliferation of urban sprawl. Specific characteristics of urban sprawl have been examined throughout this staff report and are summarized in Table 7 (below). Based on the findings of fact and analysis conducted, the proposed request does not meet the criteria to be considered as urban sprawl.

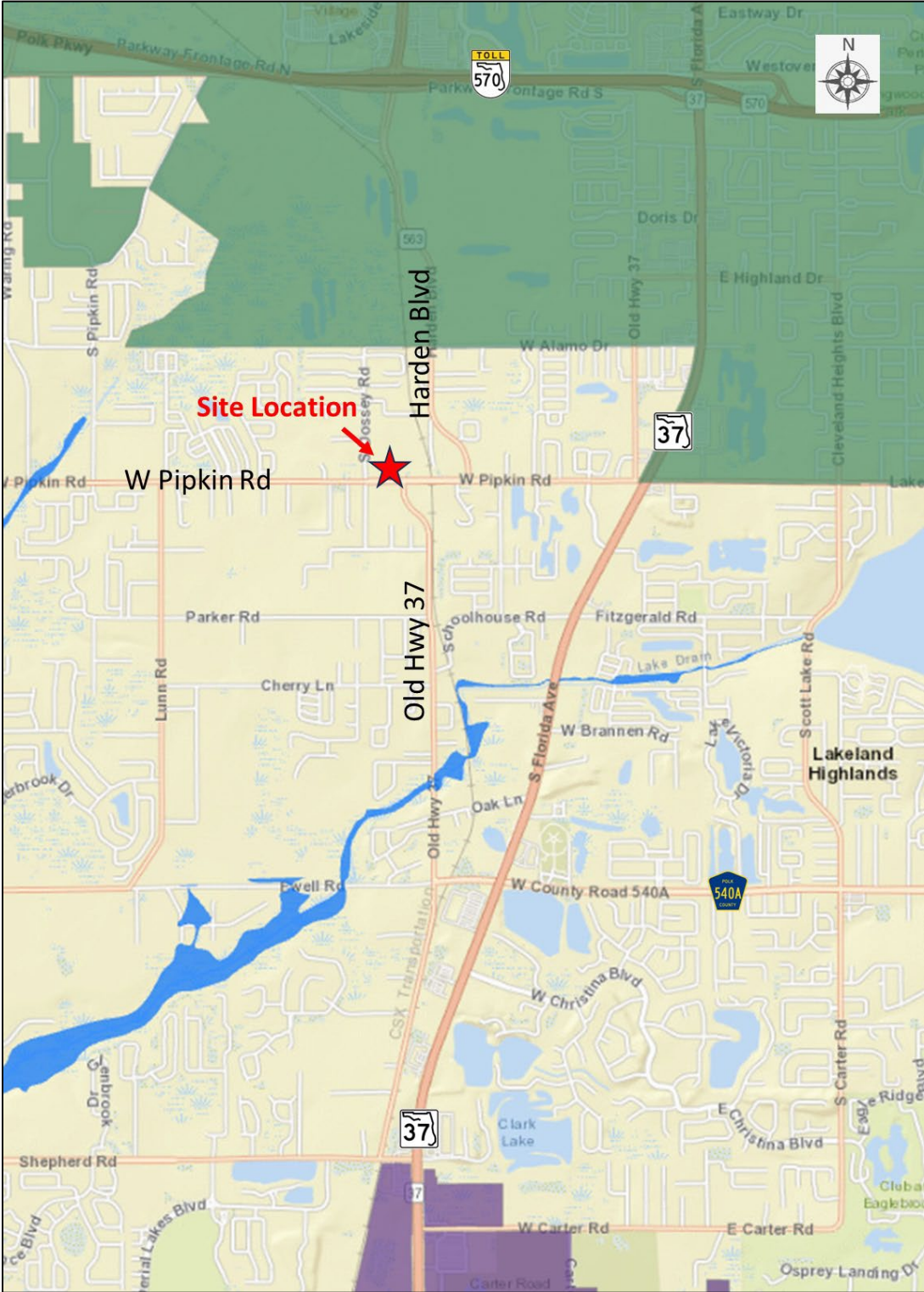
Table 7: Urban Sprawl Criteria

Rule 9J-5 Urban Sprawl Criteria	Page(s) within report
a. <i>Promotes substantial amounts of low-density, low-intensity, or single use development in excess of demonstrated need.</i>	Surrounding Land Uses Section
b. <i>Allows a significant amount of urban development to occur in rural areas.</i>	Surrounding Land Uses Section
c. <i>Designates an urban development in radial, strip isolated, or ribbon patterns emanating from existing urban developments.</i>	Surrounding Land Uses Section
d. <i>Fails to adequately protect and conserve natural resources and other significant natural systems.</i>	Environmental Conditions
e. <i>Fails to adequately protect adjacent agricultural areas.</i>	Surrounding Land Uses Section
f. <i>Fails to maximize existing public facilities and services.</i>	Schools, Public Facilities and Water/Sewer Sections
g. <i>Fails to minimize the need for future facilities and services.</i>	Schools, Public Facilities and Water/Sewer Sections
h. <i>Allows development patterns that will disproportionately increase the cost of providing public facilities and services.</i>	Surrounding Land Uses Section
i. <i>Fails to provide a clear separation between urban and rural uses.</i>	Surrounding Land Uses Section
j. <i>Discourages infill development or redevelopment of existing neighborhoods.</i>	Surrounding Land Uses Section
k. <i>Fails to encourage an attractive and functional mixture of land uses.</i>	Surrounding Land Uses Section
l. <i>Will result in poor accessibility among linked or related land uses.</i>	Surrounding Land Uses Section
m. <i>Results in the loss of a significant amount of open space.</i>	Surrounding Land Uses and Environmental Conditions Sections
Source: The following criteria are the primary indicators of urban sprawl per Rule 9J-5 of the Florida Administrative Code.	

Comments from Other Agencies: None.

Attachments:

- Exhibit 1 – Location Map
- Exhibit 2 – Aerial Context Map
- Exhibit 3 – Aerial Map
- Exhibit 4 – Current Future Land Use Map
- Exhibit 5 – Proposed Future Land Use Map
- Exhibit 6 – Conceptual Site Plan
- Exhibit 7 – Proposed Text Amendment for LDCT-2024-16
- Exhibit 8 – Proposed Text Map for LDCT-2024-16
- Exhibit 9 – Current Permitted and Conditional Uses
- Exhibit 10 – Proposed Permitted and Conditional Uses



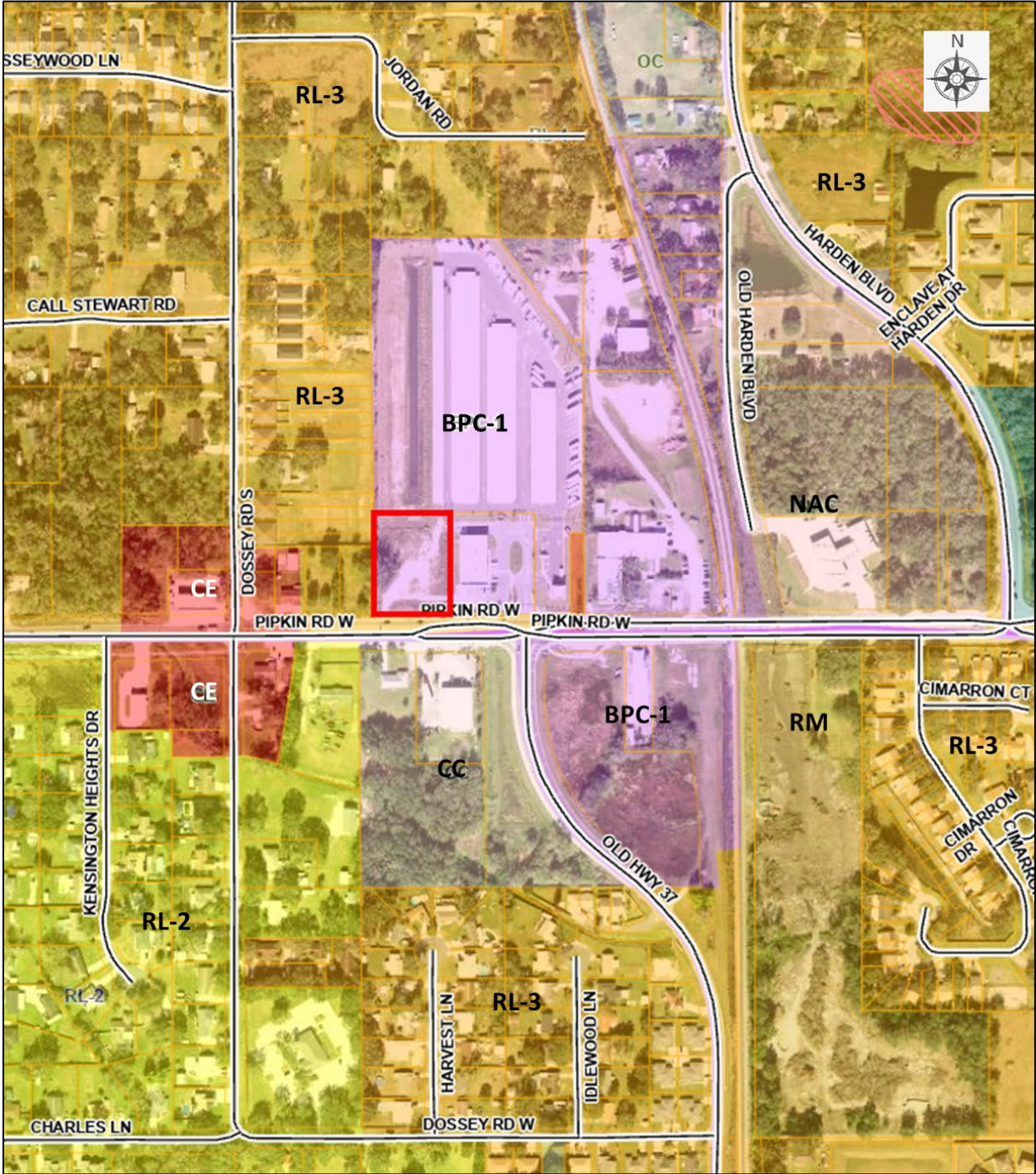
LOCATION MAP



AERIAL CONTEXT MAP



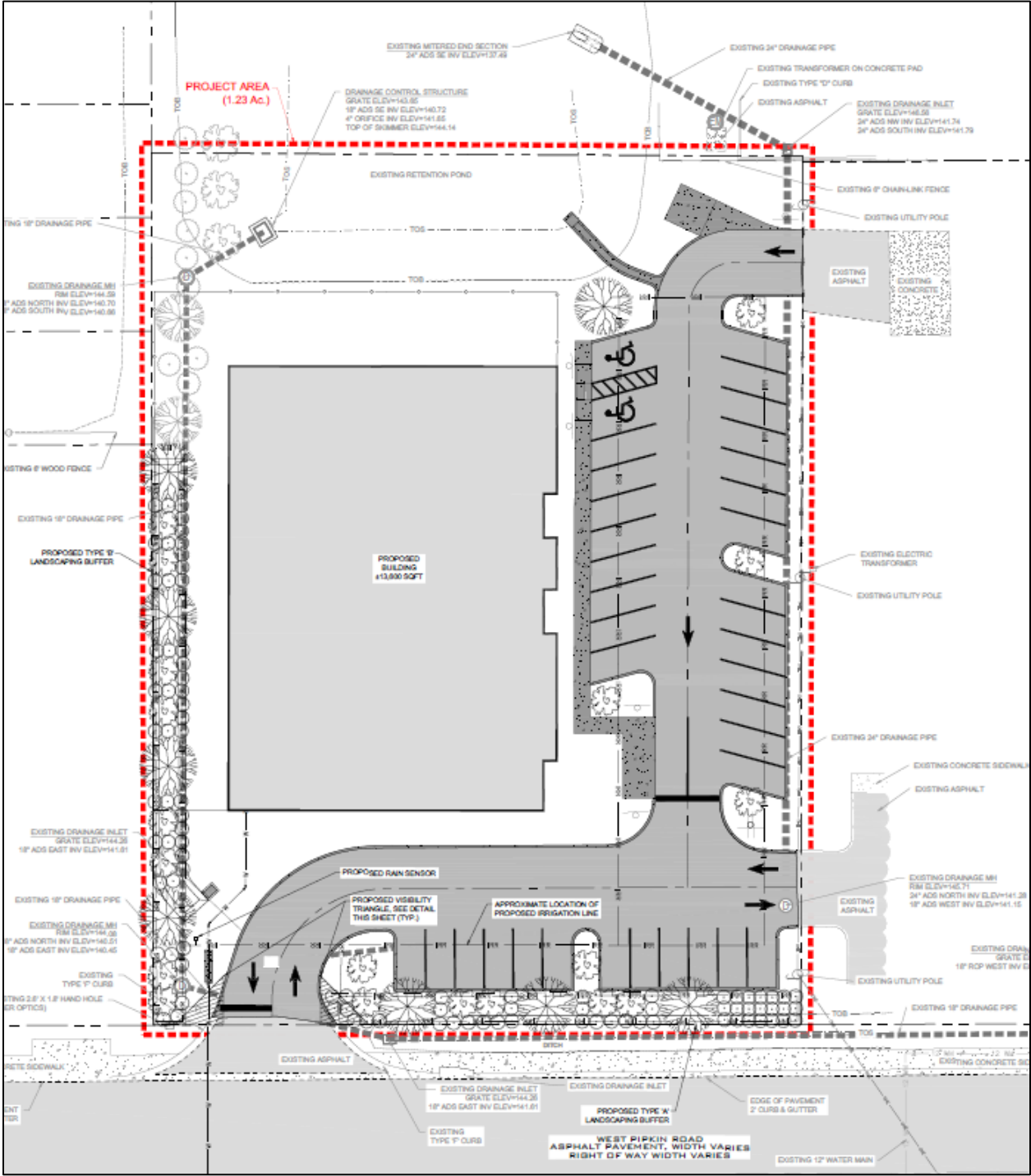
2020 AERIAL MAP



EXISTING FUTURE LAND USE BUSINESS PARK CENTER (BPC)



PROPOSED FUTURE LAND USE INSTITUTIONAL (INST)



LEVEL 2 SITE PLAN

1. Applicability

The provisions and requirements of this Section apply to the subject site, the boundaries of which are shown on the Future Land Use Map Series and Land Use District maps.

2. Allowable Uses and Intensity of Development

a. The allowable use for this property shall be limited as follows:

i. Business Park Center Uses that shall be allowed only in the area designated on the Activity Center Plan subject to the Level of Review established in Table 2.1 of this LDC. The Activity Center Plan shall be limited to the following uses and at a minimum, comply with the Criteria for Conditional Uses contained in Section 303 of this Code:

a) Commercial Vehicle Parking

b) Office

c) Self-Storage Facility

d) Commercial Uses, consistent with Convenience Center land use, shall not extend more than 260-feet into the site as measured from the right-of-way of W. Pipkin Road.

ii. Institutional Uses that shall be allowed only in the area designated on the Activity Center Plan as INST, subject to the Level of Review established in Table 2.1 of this LDC. The Activity Center Plan shall be limited to those uses established in Table 2.1 of this LDC and at a minimum, comply with the Criteria for Conditional Uses contained in Section 303 of this Code:

b. All allowable uses shall comply with the following additional site development standards prior to site alteration or development:

i. All proposed development or redevelopment of the site shall be conditioned upon a 50-foot wide buffer area running ~~800'~~ 760' south from the northernmost property line along the residential uses to the west and 165' east along the north property line from the westernmost property line as generally shown on the Activity Center Plan. The buffer shall include the plantings of a Type "C" Landscape Buffer as outlined in Section 720 of this Code. In addition, a minimum six-foot-high opaque fence shall be installed around the entire property boundary using outdoor storage.

ii. Except as provided in Condition 2(b)(i), all proposed development or redevelopment of the site shall have a minimum 20-foot setback requirement unless a larger setback is required in Table 2.2 and subject to standard Landscape Buffer requirements as outlined in Section 720 of this Code.

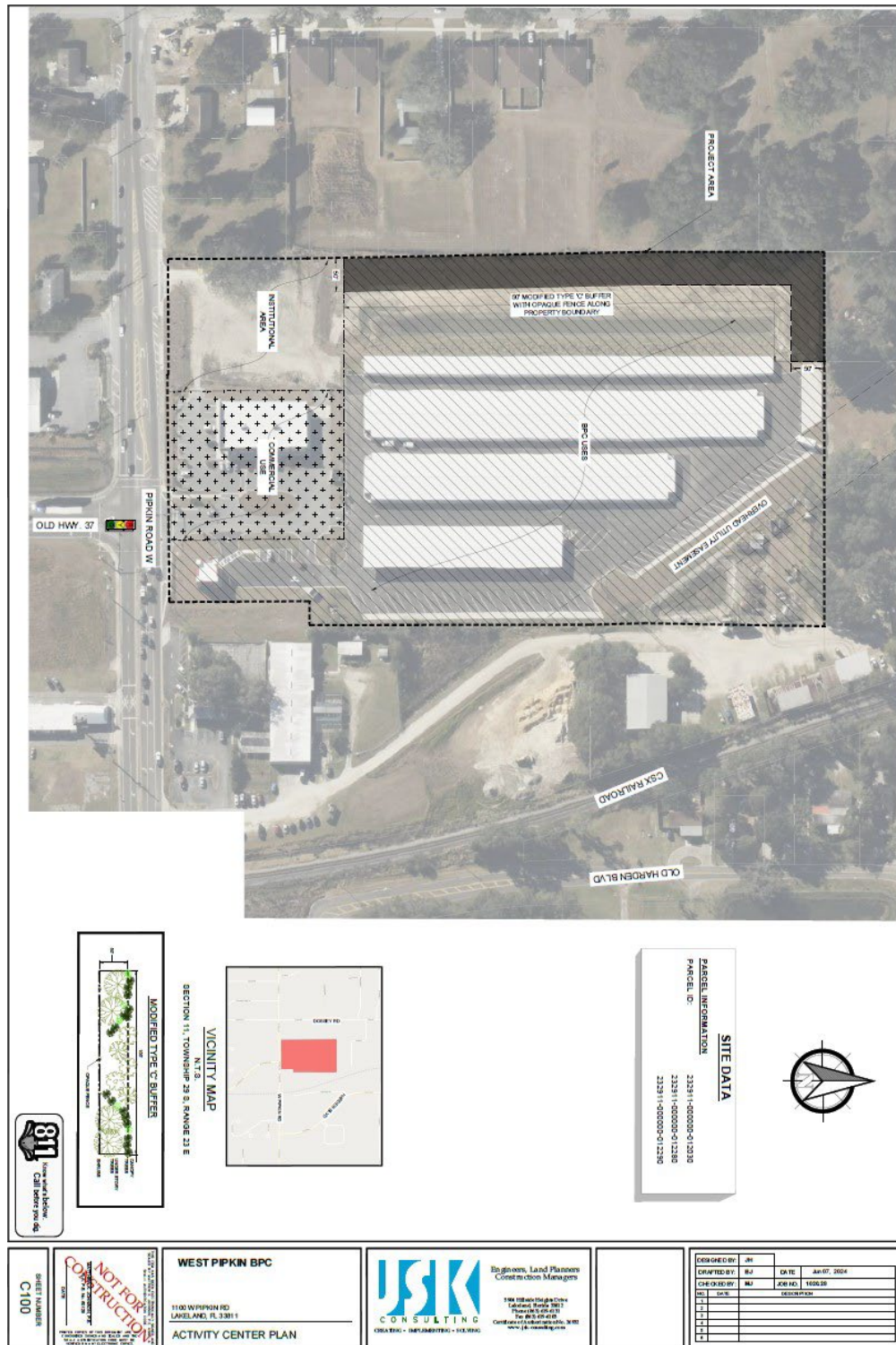
iii. All development shall submit a lighting plan. All lighting shall be directional and fully shielded with cut-off, non-glare fixtures directed straight downward onto the subject site. The maximum height of on-site lighting fixtures shall be limited to 17 feet. All light fixtures shall be setback a horizontal distance of at least 50 feet from any residentially used or designated property. Illumination onto adjacent properties and rights-of-way shall not exceed 0.5-foot candles, measured at the property line of the site.

iv. Structures shall not exceed fifty (50) feet in height.

3. The Activity Center Plan shall be as shown: (See Exhibit 8)

Proposed Text Amendment for LDCT-2024-16

Exhibit 8



811
Know what's below.
Call before you dig.

MODIFIED TYPE 'C' BUFFER
SECTION 11, TOWNSHIP 29 S, RANGE 23 E

VICINITY MAP
N 17 S
SECTION 11, TOWNSHIP 29 S, RANGE 23 E

SITE DATA

PARCEL INFORMATION

PARCEL ID: 232911-00000-012300
232911-00000-012300
232911-00000-012300

WEST PPKIN BPC

1100 W PPKIN RD
LAKEVIEW, IL 60045

ACTIVITY CENTER PLAN

Engineers, Land Planners
Construction Managers

3908 Hillside-Highline Drive
Columbia, Illinois 62202
Tel: 618.351.4100
www.uskconsulting.com

DESIGNED BY	JK	DATE	Jun 07, 2024
CHECKED BY	BJ	JOB NO.	105028
DATE	06/07/2024		

Proposed Text Map for LDCT-2024-16

Business Park Center-1 (BPC-1) in the Transit Supportive Development Area (TSDA)	
Technical Staff Review -Level 1& 2	Public Hearing (s) Required-Level 3 & 4
All Other Uses: Alcohol Package Sales, C1 Bars, Lounges, and Taverns, C1 Commercial Vehicle Parking, C2 Communication Tower, Monopole, C2 Community Center, C2 Convenience Stores, Isolated, C2 Cultural Facility, C2 Farming General, P Financial Institution, C2 Financial Institution, Drive Through, C2 Gas Station, C2 Golf Courses, C1 Government Facility, P Heliports, C2 Helistops, C2 Hotels and Motels, C2 Manufacturing light, C2 Medical Marijuana Dispensaries, C3 Nurseries, Retail, C2 Nurseries and Greenhouses, P Office, P Office Park, P Personal Service, P Printing & Publishing, P Recreation Passive, C1 Religious Institution, C2 Research & Development, P Restaurant, drive-thru/Drive-in, C2 Restaurant, sit-down/Take-out, C2 Retail, 10,000-34,999 sq. ft., C2 Retail, 35,000-64,999 sq. ft., C2 Retail less than 10,000 sq. ft., C2 Schools, Leisure/Special Interest, C2 School, Technical/Vocational/ Trade & Training, C2 School, University/College, C2 Self-Storage Facility, C2 Studio, Production, P Solar Electric-Power Generation Facility, C2 Transit, Facility, P Utilities Class I, P Utilities Class II, P Warehousing/Distribution, P	Mixed Uses: Multi-family, C3 Planned Development, C3 Transitional Area Development, C3
	All Other Uses: Agricultural Support, Off-Site, C3 Airport, C4 Animal farm, Intensive, C3 Communication Towers, Guyed and Lattice, C3 Lime Stabilization Facility, C3 Mining, Non-phosphate, C3 Power Plants Non-Certified, Low, C4 Retail, more than 65,000 sq. ft., C3 Utilities Class III, C3 Water Ski Schools, C3

**CURRENT
 PERMITTED AND CONDITIONAL USES
 BUSINESS PARK CENTER-1 (BPC-1)**

Institutional -1 (INST-1) in the Transit Supportive Development Area (TSDA)			
Technical Staff Review -Level 1& 2		Public Hearing (s) Required-Level 3 & 4	
All Other Uses:	Group Home, Large (7-14 residents), C1 Group Living Facility (15 or more residents), C2 Adult Day Care Center (7 or more clients), C2 Cemetery, C2 Childcare Center, P Clinics & Medical Offices, C2 Communication Towers, Guyed & Lattice, C2 Communication Tower, Monopole, C2 Community Center, C2 Cultural Facility, C2 Emergency Shelter, Medium, (7-14 residents), C1 Emergency Shelter, (Large 15 or more residents), C2 Farming General, P Golf Course, C1 Government Facility, P Heliports, C2 Helistops, C2 Institutional Campground, P Lodges & Retreats, Private, P Nursing Home, C2 Office, C2 Office Park, C2 Recreation Passive, C1 Recreation High Intensity, C1 Recreation Low Intensity, C1 Recreation, Vehicle Oriented, C2 Religious Institution, C2 Research & Development, C2 School, Elementary, P School, Middle School, P School, Leisure/Special Interest, P Studio Production, P Solar Electric-Power Generation Facility, C2 Transit, Facility, P Utilities, Class, I, P Utilities, Class II, P	Mixed Uses:	Multi-family, C3
		All Other Uses:	Gas Station, C3 Hospitals, C3 Lime Stabilization Facility, C3 Mining, Non-Phosphate, C3 Residential Treatment Facility, C4 School, High, C3 School, Technical/Vocational/Trade & Training, C3 School, University/College, C3 Seaplane Base, C3 Utilities Class, III, C3 Water Ski Schools, C3

**PROPOSED
PERMITTED AND CONDITIONAL USES
INSTITUTIONAL (INST)**