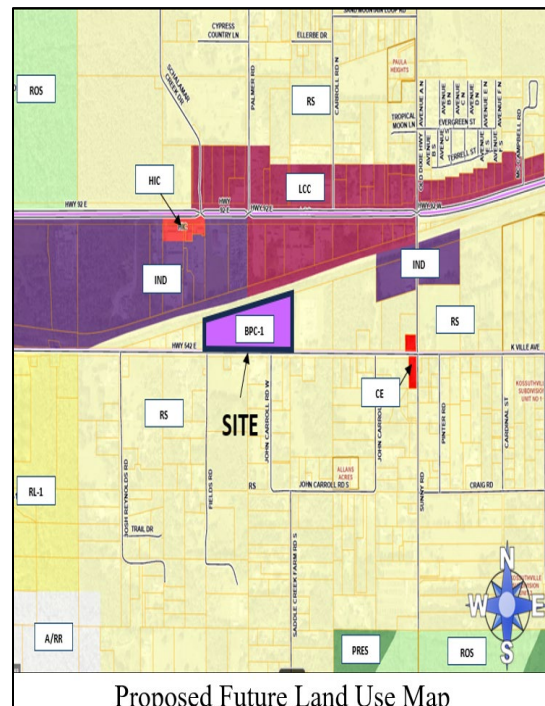
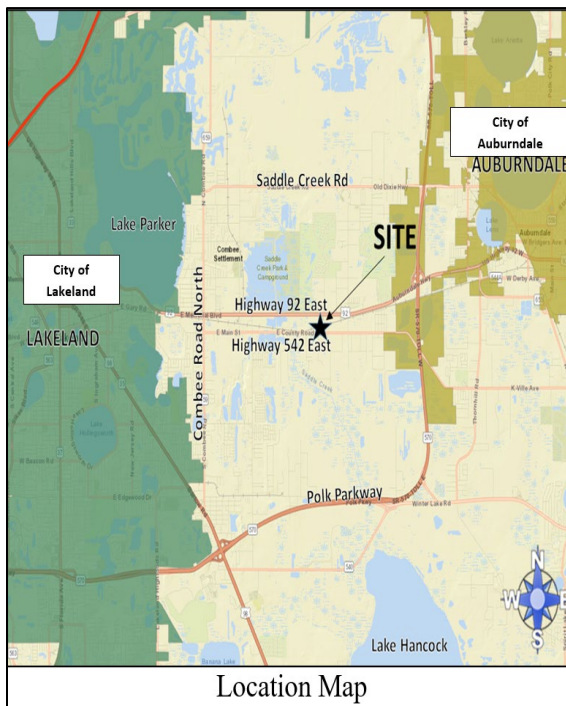


# POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

<b>DRC Date:</b>	August 28, 2025
<b>Planning Commission Date:</b>	November 5, 2025
<b>BoCC Dates:</b>	December 16, 2025
<b>Applicant:</b>	Bart Allen, Esq.
<b>Level of Review:</b>	Level 4 Review, Small-Scale Comprehensive Plan Amendment
<b>Case Number and Name:</b>	LDCPAS-2025-27 (Hwy 542 E Property)
<b>Request:</b>	Change the Future Land Use designation for 12.64 acres from Residential Suburban (RS) to Business Park Center (BPC). This case is related to LDCD-2025-7, a request for a district change from BPC-1 to BPC-2.
<b>Location:</b>	South of Highway 92 East, west of Old Dixie Highway, north of County Road 542 East, east of Reynolds Road, west of the City of Auburndale, in Section 13, Township 28, Range 24.
<b>Property Owner:</b>	Carters Baptist Church Inc
<b>Parcel Size:</b>	12.64 acres
<b>Development Area:</b>	Suburban Development Area (SDA)
<b>Future Land Use:</b>	Residential-Suburban (RS)
<b>Nearest Municipality:</b>	Auburndale
<b>DRC Recommendation:</b>	Approval
<b>Planning Commission Vote:</b>	Approval (7:0)
<b>Florida Commerce:</b>	Not Applicable
<b>Case Planner(s):</b>	Mark J. Bennett, AICP, FRA-RA, CNU-A, Senior Planner



## **Summary:**

This is an applicant-initiated Comprehensive Plan map amendment to change 12.64 acres from Residential Suburban (RS) to Business Park Center (BPC) on the Future Land Use Map. The approval justification for this request is based on the following:

- 1) The presence of industrial uses within the general area and adjacent to the site;
- 2) Property designated Industrial is north of the site;
- 3) A railroad and electrical substation abut the property; and
- 4) The property has direct access to an arterial road (US 92) via a lighted intersection .75 miles (driving distance) from the site.

This case is related to LDCD-2025-7, a request for a district change from BPC-1 to BPC-2.

## **Compatibility Summary**

There are several reasons why this request is considered to be compatible, and consistent with the Comprehensive Plan and Land Development Code. There are industrial and other non-residential uses (such as an electrical substation, auto-related uses, and heavy equipment/outdoor storage & vehicle parking) near the site. The location of transportation facilities, such as railroads and arterial/collector roads, is a factor in determining the appropriateness of Business-Park Centers. This site has direct access to a collector road, with an intersection of an arterial highway (located .75-mile driving distance) away. The site is also next to a railroad. Because this request complies with the locational criteria found in Policy 2.113-B3, specifically collector/arterial road access and railroad abutting the site, this request is consistent with the applicable policies in the Comprehensive Plan.

## **Infrastructure Summary**

The site is not in a utility service area, but water service is provided to property north of the site by the City of Auburndale. Because this amendment is for a non-residential use, schools will not be impacted. There is sufficient roadway capacity. Public safety facilities and services are available.

## **Environmental Summary**

Some portions of the site are within the 100-year floodplain, but the site does not contain wetlands or surface waters. No adverse environmental impacts are expected due to the development of this site.

## **Comprehensive Plan**

Listed below are the relevant sections of the Comprehensive Plan that are applicable to this request:

- Policy 2.102(A1-A15): Growth Management Policies
- Policy 2.106(A1-A7): Suburban Development Areas (SDAs)
- Policy 2.113(B1-B5): Business-Park Centers (BPC)
- Policy 2.120(A1-A4): Residential-Suburban (RS)
- Section 2.123B(B1-B5): Floodplain-Protection Areas

## **Findings of Fact**

### **Request and Legal Status**

- LDCPAS-2025-27 is an applicant-initiated request for a Comprehensive Plan Amendment (CPA) to designate approximately 12.64 acres from Residential-Suburban (RS) to Business-Park Center (BPC).
- The subject site is in the Suburban Development Area (SDA).
- Policy 2.106-A1 describes Suburban-Development Areas (SDAs) as those areas within the County which are, in most cases, located between municipalities, TSDA or UGA and the Rural Development Areas (RDAs). In the SDA, agricultural activities coexist alongside low density developed areas in the fringes of municipalities and other urban centers. These areas have developed predominately residential, in a suburban pattern with County-owned, municipal or County-franchised potable-water systems, but without centralized sewer facilities and very little, if any, supporting public facilities and non-residential uses. Other urban services typically found to accompany a suburban area include, but are not limited to multimodal transportation facilities, public safety, recreational and educational services.
- Policy 2.109-A5 describes the purpose of the Business Park Center (BPC) land use district as areas for office, business park development, and light-industrial activities. The BPC land use permits office, research and development parks, distribution centers, and wholesaling activities. Some retail uses are also permitted to support the businesses and activities within the Business Park Center.
- The property is vacant and undeveloped.

### **Compatibility**

- The Comprehensive Plan defines Compatibility in Section 4.400 as “A condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition.”
- The proposed request is for a Business-Park Center (BPC) use.
- This area of Polk County is characterized by a mixture of industrial and residential uses, with some retail commercial uses located along US 92, north of the site.
- Surrounding uses include industrial, retail commercial and a mobile home/recreational vehicle park north of the site, across the railroad line. An electrical substation is east of the site. Auto-related uses are west of the site, with heavy equipment storage and truck parking to the south, across CR 542.
- Policy 2.106-A3: Land Use Categories (for Suburban Development Areas (SDAs)) list Business-Park Centers as a permitted use in SDAs.

## **Infrastructure**

- The property is zoned for Clarence Boswell Elementary, Crystal Lake Middle School, and Teneroc Senior High School.
- Fire and ambulance response is from Polk County Fire Rescue Station 39, located at 3325 E Main St, Lakeland. The estimated response time from this station is about five to seven minutes.
- Sheriff's response to the site is served by the Southwest District, located at 4011 Sgt. Mary Campbell Way, Lake Wales. The response times are as follows: Priority One: 9:40 minutes; Priority Two: 22:13 minutes.
- The subject parcel is next to County Road (CR) 542. CR 542 is an Urban Major Collector, according to the Polk County TPO Roadway Network Database, and is the closet road to the site that is monitored for concurrency.
- The site is not located within a utility service area.

## **Environmental**

- There are no wetlands on the site.
- Portions of the site are within a Zone "A" 100-year floodplain.
- The site is comprised of Nittaw sandy clay loam and Wabasso fine sands. These soils have severe limitations for septic tanks and dwellings without basements.
- According to the Florida Natural Areas Inventory Biodiversity Matrix, the site is located within one mile of a rookery, eagle nests and animal habitats.
- The PolkGreen Map does not show this parcel as part of a potential connection of an overall natural network.
- This site does not have a conservation easement. However, property located .80 mile southwest of the site contains a conservation easement.
- This property is not within an Airport Impact District.
- The site is not within a Wellfield Protection District.
- Based on information received from the Secretary of State's Department of Historical Resources office, there are no archeological or historic resources on 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, states that land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other Policies in this Future Land Use Element, so that one or more of the following provisions are accomplished:
  - a. there have been provisions made which buffer incompatible uses from dissimilar uses;
  - b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use;
  - c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.
- POLICY 2.102-A3 Distribution, states that development shall be distributed throughout the County consistently with this Future Land Use Element so that the public utility, other community services, and public transit and transportation systems can be efficiently utilized; and compact, high-density and intensity development is located where urban services can be made available.
- POLICY 2.102-A4 Timing, states that development of land shall be timed and staged in conjunction with the cost-effective and efficient provision of supporting community services which, at a minimum, shall require compliance with the Plan's Level of Service requirements and the County's concurrency management system.
- POLICY 2.102-A10 Location Criteria, states the following factors shall be taken into consideration when determining the appropriateness of establishing or expanding any land use or development area:
  - a. nearness to incompatible land uses and future land uses, unless adequate buffering is provided;
  - b. nearness to agriculture-production areas;
  - c. distance from populated areas;
  - d. economic issues, such as minimum population support and market-area radius (where applicable);
  - e. adequacy of support facilities or adequacy of proposed facilities to be provided by the time of development, including, but are not limited to:
    1. transportation facilities, including but not limited to, mass transit, sidewalks, trails and bikeways;
    2. sanitary sewer and potable water service;
    3. storm-water management;
    4. solid waste collection and disposal;

5. fire protection with adequate response times, properly trained personnel, and proper fire-fighting equipment;
  6. emergency medical service (EMS) provisions;
  7. other public safety features such as law enforcement;
  8. schools and other educational facilities; and
  9. parks, open spaces, civic areas and other community facilities.
- f. environmental factors, including, but not limited to:
1. environmental sensitivity of the property and adjacent property;
  2. surface water features, including drainage patterns, basin characteristics, and flood hazards;
  3. wetlands and primary aquifer recharge areas;
  4. soil characteristics;
  5. location of potable water supplies, private wells, public well fields; and
  6. climatic conditions, including prevailing winds, when applicable.
- **POLICY 2.106-A1: DESCRIPTION** - SDAs shall be those areas within the County which are, in most cases, located between municipalities, TSDA or UGA and the Rural Development Areas (RDAs). In the SDA, agricultural activities coexist alongside low density developed areas in the fringes of municipalities and other urban centers. These areas have developed predominately residential, in a suburban pattern with County-owned, municipal or County-franchised potable-water systems, but without centralized sewer facilities and very little, if any, supporting public facilities and non-residential uses. Other urban services typically found to accompany a suburban area include, but are not limited to multimodal transportation facilities, public safety, recreational and educational services.
  - **POLICY 2.106-A3: LAND USE CATEGORIES** - The following land use categories shall be permitted within the Suburban Development Areas:
    - a. **ACTIVITY CENTERS:** Community Activity Centers, Neighborhood Activity Centers, Convenience Centers, Tourism Commercial Centers, and High-Impact Commercial Centers shall be permitted within SDAs in accordance with applicable criteria.
    - b. **RESIDENTIAL:** Residential-Suburban.
    - c. **OTHER:** Linear Commercial Corridors, Commercial Enclaves, Industrial, Business-Park Centers, Office Centers, Leisure/Recreation, Institutional, Recreation and Open Space, and Preservation.

Note: Some land use categories are only allowed in adopted Selected Area Plans, special areas or neighborhood plans as specified in Section 2.109.

- **POLICY 2.113-B1: CHARACTERISTICS** - Business-Park Centers are intended to promote employment opportunities within the region by allowing for the establishment of office

parks, research and development parks, areas for light-industrial facilities, distribution centers, and mixed-use employment parks. Business-Park Centers are intended for land use activities that are conducted entirely within enclosed structures with the exception of loading and un-loading. These centers are not intended to accommodate major commercial or other similar high-traffic producing facilities. However, these centers often contain other minor commercial facilities, and wholesale facilities, within the Business-Park Center to support the businesses located there. General (approximate) characteristics of Business-Park Centers are:

Usable Area: 10 acres or more

Gross Leasable Area (GLA): 500,000 to 2,000,000 sq. ft.

Minimum Population Support: 150,000 or more people

Service-Area Radius: 20 miles or more

Typical Leading Tenant: One or more light-assembly plants, or warehouse facilities

Other Typical Tenants: Offices, distribution centers, research and development firms, High-Density Residential (with proper buffering).

- **POLICY 2.113-B3: LOCATION CRITERIA** - Business-Park Centers shall be located with consideration being given to maximizing access to the arterial road system and with consideration given to the guidelines outlined in POLICY 2.404.-A1. In locating Business-Park Centers, Polk County shall seek to minimize the routing of commercial traffic through residential areas. Business-Park Centers shall be located on:
  - a. arterial roads;
  - b. collector roads, if the proposed district is within 2 miles of an intersecting arterial road;
  - c. local commercial roads or private roads under the following conditions:
    - 1.the road has full median access onto to an arterial road;
    - 2.the road does not serve existing or expected future residential traffic from the surrounding area; and
    - 3.the road has a structural integrity and design characteristics suitable for truck traffic.
  - d. properties abutting an Industrial (IND) district or railroad line.
- **POLICY 2.113-B4: DEVELOPMENT CRITERIA** - Development within a Business-Park Center shall conform to the following criteria:
  - a. Business-Park Center developments shall have frontage on, or direct access to, a collector or better roadway, or a local commercial road or service drive that directly connects to a collector roadway or better. Business-Park Centers shall incorporate the use of frontage roads or shared ingress/egress facilities wherever practical.

- b. Adequate parking shall be provided to meet the demands of the uses, and interior traffic-circulation patterns shall facilitate the safe movement of vehicular, bicycle, and pedestrian traffic.
- c. Buffering shall be provided where the effects of lighting, noise, odors, and other such factors would adversely affect adjacent land uses. Parking lots, loading areas, dumpsters, utilities and air conditioning units, signage, etc. are examples of facilities which may require special buffering provisions.
- d. Commercial activities to support activity within a Business Park Center shall not exceed 15 percent of the total area of the Business Park.
- e. The maximum floor area ratio for commercial activities shall not exceed 0.25. The maximum floor area ratio for non-commercial activities shall not exceed 0.75 in the TSDA, 0.65 in the SDA, and 0.50 in the RDA, unless developed as a Planned Development.
- f. Retail sale of goods manufactured on the site of a business located within a Business Park Center is allowed without affecting the fifteen percent (15%) of commercial activity permitted for the entire activity center provided the operation is incidental and subordinate to the manufacturing activity conducted on site and does not exceed eight percent (8%) of the total floor area or 15,000 square feet, whichever is the lesser.
- g. New residential development within Business Park Centers shall be limited to High-Density Residential (with proper buffering).
- h. All research and development, light-industrial, and distribution activities shall be conducted within enclosed structures with the exception of loading and unloading of transport and distribution vehicles. Outdoor storage shall be screened from off-site view and significantly limited in respect to the floor area provided within enclosed structures.
- i. Where centralized water or wastewater services are not available, the maximum impervious surface ratio shall be reduced to afford better protection and function of well and septic tank septic and as required if within a Nutrient Restoration Plan Overlay.
- j. Planned Developments within the Business Park Center district may be permitted a maximum floor area ratio up to 1.5 for innovative and attractive employment centers. Intensity increases shall be reserved for those uses that provide substantial economic income opportunities for the County and its residents. Intensity increases shall only be granted to parcels within the TSDA and UGA. The FAR in the RDA may be increased to 0.75 when connection to public water and sewer is available and within a half mile of a transit route. The Land Development Code shall establish development standards and criteria for Planned Developments within the BPC district.
- k. Workforce housing for unaccompanied workers in barrack, dormitory, or apartment units under specific design parameters listed in the Land Development Code not to exceed an intensity of thirty-two (32) workers per acre or the limitations established by the Department of Health for water and wastewater usage, whichever allowed intensity is the lesser.



- POLICY 2.120-A1: CHARACTERISTICS - Densities up to, and including, 1 DU/5 AC, unless permitted through SPD, RRD, RMD or the criteria established within the SR 17 Ridge Scenic Highway Provision of Section 2.124-H. The Residential-Suburban classification is characterized by single-family dwelling units and duplex units.
- POLICY 2.120-A3: LOCATION CRITERIA - Residential-Suburban areas shall be located only within the SDA and new Residential-Suburban development shall not be located within Activity Centers.
- POLICY 2.120-A4: DEVELOPMENT CRITERIA - Development within designated RS areas shall be limited to:
  - a. Residential development containing single-family dwelling units, duplex units, and family-care homes, at a density of up to, and including, one dwelling unit per five acres (1 DU/5 AC). Density may be adjusted based on the actual size of the section. A property outside of the Green Swamp Area of Critical State of Concern, may be considered five acres if it is one one-hundred and twenty-eighth (1/128) the section size for sections less than six hundred forty acres (640 acres). This includes counting to the centerline of local and collector roads.
  - b. The "permitted uses" of Suburban Planned Development (SPD), Rural-Residential Development (RRD), or Rural Mixed-Use Development (RMD). (See Sections 2.120-B, 2.121-B, and 2.121-C.).
  - c. Properties adjacent to SR 17 shall be allowed densities and/or intensities up to the maximum allowed in this land use category (3 dwelling units per acre) as a permitted use without requiring a public hearing provided the development meets all the criteria established in Section 2.124-H for Scenic Highways and the Scenic Highway development regulations within the Land Development Code. At a minimum, all development shall:
    1. Connect to a centralized potable water supply, and
    2. Provide no less than 30% open space throughout the development with at least 70% of that open space dedicated to scenic vista preservation, either along the highway or through the property to a distant view beyond the property boundary. This open space shall be set aside as conservation in perpetuity via a binding legal instrument which prohibits future development within the established boundaries.
  - d. Community Facilities, in accordance with policies of this Plan and the provisions of the Land Development Code.
  - e. Residential Infill Development (RID) that contains single-family or duplex-style development and is located amongst an existing residential community (See Section 2.125-N).
  - f. Farmworker housing under specific design parameters listed in the Land Development Code not to exceed an intensity of sixteen (16) workers per acres.

NOTE: All SDA policies also apply.

- **POLICY 2.123-B1: DESIGNATION AND MAPPING** - The Future Land Use Map Series shall designate and map as the "Floodplain-Protection Area" overlay the Special Flood Hazard Areas and Regulatory Floodways identified by the Federal Emergency Management Agency in the Flood Insurance Study (FIS) for Polk County, originally dated January 19, 1983, with the accompanying maps and other supporting data, and any subsequent revisions thereto, are adopted by the reference and declared to be a part of this ordinance.
- **POLICY 2.123-B2: DEVELOPMENT CRITERIA** - Development within a "Floodplain-Protection Area" shall conform to the following criteria:
  - a. Development shall be encouraged to locate on the non-floodplain portions of a development site and density may be transferred from undeveloped floodplain areas to contiguous non-floodplain areas per the Land Development Code.
  - b. Development or redevelopment shall meet the requirements of the Polk County Land Development Code, and shall not:
    - 1. enlarge the off-site floodplain;
    - 2. alter the natural function of the floodplain; nor
    - 3. result in post development run-off rates which exceed pre-development run-off rates for storm frequencies at least as stringent as those rates established by the applicable Water Management District pursuant to Titles 40D and 40E, F.A.C.

**Development Review Committee Recommendation:** Based on the information provided by the applicant, recent site visits, and the analysis conducted within this staff report, the Development Review Committee (DRC) finds that the request **IS compatible** with the surrounding land uses and general character of the area and **IS consistent** with the Polk County Comprehensive Plan and Land Development Code. Therefore, the DRC recommends **APPROVAL of LDCPAS-2025-27**.

**Planning Commission Recommendation:** At an advertised public hearing on November 5, 2025, the Planning Commission voted 7:0 to recommend **APPROVAL of LDCPAS-2025-27** to the Board of County Commissioners.

## **GENERAL NOTES**

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

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

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

## Compatibility with the Surrounding Uses

According to *Policy 2.102-A2* of Polk County's Comprehensive Plan, "land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other policies in this Future Land Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; and c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development." The "development criteria" and the "density and dimensional regulations" of a land use district are often the measuring tools used by staff to determine compatibility and the appropriateness of locating differentiating uses. Compatibility is defined in the Comprehensive Plan as "a condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition."

### A. Land Uses

The site is within a Suburban Development Area (SDA). SDAs shall be those areas within the County which are, in most cases, located between municipalities, TSDA or UGA and the Rural Development Areas (RDAs). In the SDA, agricultural activities coexist alongside low density developed areas in the fringes of municipalities and other urban centers. These areas have developed predominately residential, in a suburban pattern with County-owned, municipal or County-franchised potable-water systems, but without centralized sewer facilities and very little, if any, supporting public facilities and non-residential uses. Other urban services typically found to accompany a suburban area include, but are not limited to multimodal transportation facilities, public safety, recreational and educational services.

Currently, the site has a Future Land Use designation of Residential-Suburban (RS). The purpose of this designation is to provide for suburban-density residential development to promote the proper transition of land from rural to urban uses. The RS land use permits single-family dwelling units, family care homes, agricultural support uses, and community facilities. It is characterized by densities of up to, and including, 1 DU/5 AC, unless permitted through SPD, RRD, RMD or the criteria established within the SR 17 Ridge Scenic Highway Provision of Section 2.124-H. The Residential-Suburban classification is characterized by single-family dwelling units and duplex units.

The proposed request is for a Business-Park Center (BPC). BPCs are intended to promote employment opportunities within the region by allowing for the establishment of office parks, research and development parks, areas for light-industrial facilities, distribution centers, and mixed-use employment parks. Business-Park Centers are intended for land use activities that are conducted entirely within enclosed structures with the exception of loading and un-loading. These centers are not intended to accommodate major commercial or other similar high traffic producing facilities. However, these centers often contain other minor commercial facilities, and wholesale facilities, within the Business-Park Center to support the businesses located there.

As shown on the Future Land Use Map, adjacent properties east and west of the site are designated Residential-Suburban (RS). North of the site, across the CSX railroad line, the properties are designated as Industrial (IND) and Linear Commercial Corridor (LCC). There is a Commercial Enclave (CE) at the CR 542 and Old Dixie Highway intersection. Along either side of Old Dixie Highway, south of the railroad and near US 92, is a 10.7-acre Industrial site.

The site is classified as vacant by the Polk County Property Appraiser, although current aerial photos show a structure on the eastern parcel (023020). A review of the 1988 aerial photo shows what appears to be a residential structure, but that structure is not shown on the 2002 aerial photo.

Generally, the predominant uses in this area of the county are residential, with a mixture of industrial type uses on adjoining properties. An electrical substation owned by the City of Lakeland and constructed in the mid-1990s, is immediately east of the site. North of the site, across the railroad, are retail commercial and light manufacturing uses, along with a mobile home/recreational vehicle park. West of the site is a single-family residence, with auto motive related uses (auto salvage and repair) further to the west. South of the site, across CR 542, are residential uses, consisting of single-family residences, mobile homes, and a mobile home/recreational vehicle park. Directly south of the site is a 1.86-acre parcel used for vehicle parking and heavy equipment/outdoor storage.

There are several reasons why this request is considered to be compatible, and consistent with the Comprehensive Plan and Land Development Code. The location of transportation facilities, such as railroads and arterial/collector roads is a factor in determining the appropriateness of Business-Park Centers. This site has direct access to a collector road, with an intersection of an arterial highway (located .75-mile driving distance) away. The site is also next to a railroad. Because this request complies with the locational criteria found in Policy 2.113-B3, specifically collector/arterial road access and railroad abutting the site, this request is consistent with the applicable policies in the Comprehensive Plan.

#### B. Infrastructure:

According to Comprehensive Plan POLICY 2.102-A1: DEVELOPMENT LOCATION, “Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing communities.”

The site is located in the Suburban Development Area (SDA), where connection to water is required, but not to sewer service.

The following table provides a reference point for notable and pertinent Future Land Use Map districts and existing land uses upon them.

**Table 1 Future Land Use Map Districts and Existing Uses**

<b>Northwest</b> Industrial (IND) Light Manufacturing	<b>North</b> Linear Commercial Corridor (LCC) Mobile Home Park	<b>Northeast</b> Linear Commercial Corridor (LCC) Light Manufacturing
<b>West</b> Residential Suburban (RS) Single Family, Auto-Related Uses	<b>Subject Site</b> Residential Suburban (RS) Vacant	<b>East</b> Residential Suburban (RS) Electric Substation
<b>Southwest</b> Residential Suburban (RS) Mobile Home/Recreational Vehicle Park	<b>South</b> Residential Suburban (RS) Mobile Home, Heavy Equipment/ Vehicle Parking	<b>Southeast</b> Residential Suburban (RS) Single Family

## Nearest and Zoned Elementary, Middle, and High School

The schools zoned for the subject property are listed in Table 2 below. Because the request is for a non-residential use, the request will not impact school concurrency.

**Table 2: School Information**

School	Annual Estimated Demand	Distance from Subject Site
Clarence Boswell Elementary	0	2.5 mile
Crystal Lake Middle School	0	3.0 miles
Teneroc Senior High School	0	1.92 miles

Source: Polk County School Board website

## Nearest Sheriff, Fire, and EMS Station

Polk County Fire Rescue provides Advanced Life Support transport to all residents and visitors of Polk County. Emergency response is considered effective if response times are within eight (8) minutes in rural and suburban areas and 13 minutes in urban areas.

Sheriff response times are not as much a function of the distance to the nearest sheriff's substation rather more a function of the overall number of patrol officers within the County. Priority 1 Calls are considered true emergencies, in-progress burglary, robbery, injuries, etc. Priority 2 Calls refer to events that have already occurred, such as a burglary that occurred while the homeowner was on vacation and had just been discovered.

Table 3 provides a breakdown of response times and travel distances for emergency services.

**Table 3 Public Safety Information**

	Name of Station	Distance	Response Time*
Sheriff	Southwest District, located at 4011 Sgt. Mary Campbell Way, Lake Wales	15.90 miles	P1: 09:40 minutes P2: 22:13 minutes
Fire/ EMS	Polk County Fire Rescue Station 39, located at 3325 E Main St, Lakeland	1.7 miles	5-7 minutes

Source: Polk County Sheriff's Office and Public Safety \*Response times are based on when the station receives the call and not from when the call is made to 911.

## Water and Wastewater

The subject property is in a Suburban Development Area (SDA), where connection to public water is required but sewer is not. No sewer service or water lines are available in this area.

### A. Estimated Demand:

The development of the property under the proposed land use designation should not negatively impact the minimum LOS for the existing facilities, due to the relatively low consumption and generation rates. The following analysis assumes the maximum allowed density of 28 dwelling units for RS (assuming an approval of a Suburban Planned Development at a maximum density of 3 units per acre), and 357,954 square feet of warehouse for BPC.

**Table 4 Estimated Water and Sewer Impact Analysis**

<b>Maximum Allowable Use: RS – 12.64 AC of site 3 DU/AC = 28 DU BPC – 12.64 AC/550,698.6 SF of site *.65 FAR = 357,954 SF</b>	Estimated Impact Analysis Residential Suburban (RS) to Business Park Center (BPC) Development Area: SDA	
	<b>Current Land Use designation RS</b>	<b>Current Land Use designation BPC</b>
Current Maximum Allowable Use	28 DU	357,954 Square Feet (SF)
Potable Water Consumption	28 DU * 250 GPD/DU = <b>7000 GPD</b>	357,954 SF * .24 GPD/SF = <b>85,909 GPD</b>
Wastewater Generation	28 DU * 200 GPD/DU = <b>5600 GPD</b>	357,954 SF * 80% of water usage = <b>68,727 GPD</b>

*GPD – Gallons Per Day*

*Source: Polk County Concurrency Manual and Polk County Utilities: Single-Family (Detached) 360 GPD/DU (water) & 270 GPD/DU (sewer); Warehouse; 24 GPD/SF (water) & .18 GPD/SF (sewer)*

### B. Available Capacity:

Because this property is in a Suburban Development Area, public water or sanitary sewer services are not available. The closest water line is a 10-inch diameter line operated by the City of Auburndale, located on the south side of US 92, 750 feet north of the site.

### C. Planned Improvements:

No information is known currently about any planned improvements to utilities in this area.

## Roadways/ Transportation Network

The Polk County Transportation Planning Organization (TPO) monitors traffic congestion on over 425 roadway segments (950 directional links). The data identifies both daily and peak hour traffic volumes. The peak hour traffic volumes are used to estimate the level-of-service for each roadway, in each direction. Level-of-service refers to the quality of traffic flow. It is the primary measure of traffic congestion. Level-of-service (LOS) is measured on a scale of 'A' to 'F' with LOS 'A' being the best (free-flow traffic) and LOS 'F' being the worst (severe traffic congestion).

The proposed Comprehensive Plan Amendment is not anticipated to affect surrounding roadways or transportation network. The Amendment will not change the LOS below the minimum established standards.

#### A. Estimated Demand:

Table 5, following this paragraph, shows the Average Annual Daily Trip (AADT) rate and the PM Peak hour trip rate. The following analysis assumes the maximum allowed density of 28 dwelling units for RS (assuming an approval of a Suburban Planned Development at a maximum density of 3 units per acre). The following analysis assumes the maximum allowed intensity of 275,349 square feet of warehouse space for BPC.

**Table 5 Estimated Transportation Impact Analysis**

<b>Maximum Allowable Use: RS – 12.64 AC of site 3 DU/AC = 28 DU BPC – 12.64 AC/550,698.6 SF of site *.65 FAR = 357,954 SF</b>	Estimated Impact Analysis Residential Suburban (RS) to Business Park Center (BPC) Development Area: SDA	
	<b>Current Land Use designation RS</b>	<b>Maximum Permitted Use in Proposed BPC</b>
	28 Dwelling Unit (DU)	357,954 Square Feet (SF)
<b>Average Annual Daily Trips (AADT)</b>	28 DU * 7.81 trips/1 DU = <b>219 AADT</b>	357,954 SF * 1.71 trips/1,000 SF = <b>612 AADT</b>
<b>PM Peak Hour Trips</b>	28 DU * 1 trips/1 DU = <b>28 PM Peak Hour Trips</b>	357,954 SF * .18 trips/1,000 SF = <b>64 PM Peak Hour Trips</b>

*Source: Concurrency Manual and Table for Minor Traffic Study – Single Family Detached Housing– 7.81 AADT/1 DU, 1 peak-hour trips/1 DU; Warehousing (ITE 150) – 1.71 AADT/1,000 SF, 0.18 peak-hour trips/1,000 SF.*

#### B. Available Capacity:

The roads surrounding the subject site should have sufficient capacity available, depending on the eventual use and full build out of the site. The Polk Transportation Planning Organization (TPO) monitors certain roadways based on maximum approved traffic in comparison to current vehicle trips to determine what capacity is available.

Table 6, below, charts the generalized available capacity of the most-affected links.

**Table 6 Available Capacity**

<b>Link #</b>	<b>Road Name</b>	<b>Current Level of Service (LOS)</b>	<b>Available PM Peak Hour Capacity</b>	<b>Minimum LOS Standard</b>	<b>5-Year Peak Hour Projected LOS</b>
4044E	CR 542 From: US 98 To: SR 659	C	518	E	C
4044W	CR 542 From: US 98 To: SR 659	C	503	E	C

*Source: Polk County Transportation Planning Organization, Concurrency Roadway Network Database January 17, 2025*

As identified above, CR 542 has sufficient PM peak hour capacity to support future development activity.

The subject parcel is next to CR 542. This is a County-maintained Urban Major Collector, per the Polk County TPO Roadway Network Database, and has a pavement width of 20 feet.



C. Roadway Conditions:

CR 542 has a Pavement Condition Index rating of “Fair”.

D. Planned Improvements:

There are no known improvements for this portion of Highway 542 East at this time.

E. Mass Transit:

The Purple Line 12 LAK/WH traverses this section of Highway 542 East in Lakeland. There is a bus stop in front of the site.

F. Sidewalks:

There are no sidewalks in front of the subject property, nor along adjacent streets.

**Park Facilities and Environmental Lands:**

The closest County Park is Saddle Creek Park, located 0.47 miles northwest of the site. Because the proposed amendment is for non-residential uses, it will not have an impact on this facility.

A. Location:

Saddle Creek Park & Campground is located at 3716 Morgan Combee Road, Lakeland.

B. Services:

Saddle Creek Park & Campground has playground with swings, slides, picnic tables/shelters, softball field, walking trails and a gun range. It also has camping grounds with water and electricity, boat launch sites and bank and pier fishing.

C. Multi-use Trails:

There are no multi-use trails in the immediate area. According to the Polk GIS Viewer, the closest trails can be found at the Saddle Creek Park & Campground, 0.47 miles northwest of the site.

**Environmental Lands:**

The site is located close to an Ecological Greenway Network but is not within that area. The closest conservation area is 3.27 miles south of the site, at the Circle B Bar Reserve.

**Environmental Conditions**

There are no wetlands on the site, but portions of the site are within a flood hazard area

A. Surface Water:

There are no surface waters on the site. A freshwater pond is about 0.85 miles west of the site.

B. Wetlands/Floodplains:

The site does not contain any wetlands. The western and northeastern portions of the site are in the Zone “A” floodplain.

C. Soils:

The site is comprised of Nittaw sandy clay loam and Wabasso fine sand, according to the U.S. Department of Agriculture, Soil Conservation Service, Polk County Survey. Table 7, below, lists the soils associated with the subject site.

**Table 7 Soils**

Soil Name	Septic Tank Absorption Field Limitations	Limitations to Dwellings Without Basements	% of Site (approximate)
Nittaw sandy clay loam, frequently flooded	Severe: flooding, wetness, percs slowly	Severe: flooding, wetness, shrink-swell	25.7%
Wabasso, fine sand, 0 to 2 percent slopes	Severe: wetness, percs slowly, poor filter.	Severe: wetness.	74.3%

*Source: Soil Survey of Polk County, Florida 1985, USDA, Soil Conservation Service*

Any 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.

D. Protected Species:

According to the Florida Natural Areas Inventory Biodiversity Matrix, the site is located within one mile of a rookery, eagle nests and animal habitat. Prior to site clearing or grubbing, the applicant shall hire a qualified professional to conduct a site survey/walkover to ensure that no threatened or endangered plant or animal species exist on the site. If any are discovered, the applicant shall properly protect the specie(s) or mitigate any impacts consistent with federal, state, and local law.

The PolkGreen Map displays this parcel as near potential connection of an overall natural network. Moreover, there are no conservation easements on this parcel, but a property with a conservation easement is 0.80 miles southwest of the site.

E. Archeological Resources:

Based on information received from the Secretary of State’s Department of Historical Resources office, there are no archeological or historic resources on the site.

F. Wells (Public/Private):

The site is not within a Wellfield Protection District.

G. Airports:

This property is not within the Airport Impact District.

## Economic Factors:

Construction of buildings and site development activities create temporary jobs. Any new business activity that occurs at this site will need more goods and services, thereby generating more economic activity.

The proximity of this site next to County Road 542 and an existing railroad line provides an opportunity for new businesses to locate on this site, thereby also providing jobs to support the Auburndale community.

## Consistency with the Comprehensive Plan

Many policies within the Comprehensive Plan are reviewed for consistency with an application. The most relevant policies for the proposed request are included in this section. The policy is first stated and then an analysis of how the request is provided to state that it may or may not be consistent with the Comprehensive Plan. How the request is **consistent** with the Comprehensive Plan is listed below:

**Table 8 Comprehensive Plan**

Comprehensive Plan Policy	Consistency Analysis
POLICY 2.102-A2: COMPATIBILITY - Land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other Policies in this Future Land Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.	The site is next to a railroad and an electrical substation, with other non-residential uses west and south of the site.
POLICY 2.102-A1: DEVELOPMENT LOCATION – Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing Communities.	The site is next to an existing industrial area.
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:	The proximity of the site near an arterial road (US 92), next to an existing industrial area, next to a railroad and an electrical substation makes the site appropriate for a Business-Park Center.

Comprehensive Plan Policy	Consistency Analysis
<p>1. transportation facilities, including but not limited to, mass transit, sidewalks, trails and bikeways;</p> <p>2. sanitary sewer and potable water service;</p> <p>3. storm-water management;</p> <p>4. solid waste collection and disposal;</p> <p>5. fire protection with adequate response times, properly trained personnel, and proper fire-fighting equipment;</p> <p>6. emergency medical service (EMS) provisions; and 7. other public safety features such as law enforcement; 8. schools and other educational facilities</p> <p>9. parks, open spaces, civic areas and other community facilities,</p> <p>f. environmental factors, including, but not limited to: 1. environmental sensitivity of the property and adjacent property;</p> <p>2. surface water features, including drainage patterns, basin characteristics, and flood hazards;</p> <p>3. wetlands and primary aquifer recharge areas;</p> <p>4. soil characteristics;</p> <p>5. location of potable water supplies, private wells, public well fields; and</p> <p>6. climatic conditions, including prevailing winds, when applicable.</p>	
<p><b>POLICY 2.106-A3: LAND USE CATEGORIES</b> - The following land use categories shall be permitted within the Suburban Development Areas:</p> <p>a. <b>ACTIVITY CENTERS:</b> Community Activity Centers, Neighborhood Activity Centers, Convenience Centers, Tourism Commercial Centers, and High-Impact Commercial Centers shall be permitted within SDAs in accordance with applicable criteria.</p> <p>b. <b>RESIDENTIAL:</b> Residential-Suburban.</p> <p>c. <b>OTHER:</b> Linear Commercial Corridors, Commercial Enclaves, Industrial, Business-Park Centers, Office Centers, Leisure/Recreation, Institutional, Recreation and Open Space, and Preservation.</p> <p>Note: Some land use categories are only allowed in adopted Selected Area Plans, special areas or neighborhood plans as specified in Section 2.109.</p>	<p>The site is in a Suburban Development Area (SDA).</p>
<p><b>POLICY 2.113-B1: CHARACTERISTICS</b> - Business-Park Centers are intended to promote employment opportunities within the region by allowing for the establishment of office parks, research and development parks, areas for light-industrial facilities, distribution centers, and mixed-use employment parks. Business-Park Centers are intended for land use activities that are conducted entirely within enclosed structures with the exception of loading and un-loading. These centers are not intended to accommodate major commercial or other similar high-traffic producing facilities. However, these centers often contain other minor commercial facilities, and wholesale facilities, within the Business-Park Center to support the businesses located there. General (approximate) characteristics of Business-Park Centers are:</p> <p>Usable Area: 10 acres or more</p>	<p>The proposed Business-Park Center will be 12.64 acres.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>Gross Leasable Area (GLA): 500,000 to 2,000,000 sq. ft.  Minimum Population Support: 150,000 or more people  Service-Area Radius: 20 miles or more  Typical Leading Tenant: One or more light-assembly plants, or warehouse facilities  Other Typical Tenants: Offices, distribution centers, research and development firms, High-Density Residential (with proper buffering).</p>	
<p>POLICY 2.113-B3: LOCATION CRITERIA - Business-Park Centers shall be located with consideration being given to maximizing access to the arterial road system and with consideration given to the guidelines outlined in POLICY 2.404.-A1. In locating Business-Park Centers, Polk County shall seek to minimize the routing of commercial traffic through residential areas. Business-Park Centers shall be located on:</p> <p>a. arterial roads;</p> <p>b. collector roads, if the proposed district is within 2 miles of an intersecting arterial road;</p> <p>c. local commercial roads or private roads under the following conditions:</p> <ol style="list-style-type: none"> <li>1.the road has full median access onto to an arterial road;</li> <li>2.the road does not serve existing or expected future residential traffic from the surrounding area; and</li> <li>3.the road has a structural integrity and design characteristics suitable for truck traffic.</li> </ol> <p>d. properties abutting an Industrial (IND) district or railroad line.</p>	<p>County Road 542 is a collector road.</p> <p>The site is accessible to an arterial road (US 92) which is .75 miles (driving distance) away from the site.</p> <p>The subject property abuts a railroad line and an Industrial District.</p>
<p>POLICY 2.123-B2: DEVELOPMENT CRITERIA - Development within a "Floodplain-Protection Area" shall conform to the following criteria:</p> <p>a. Development shall be encouraged to locate on the non-floodplain portions of a development site and density may be transferred from undeveloped floodplain areas to contiguous non-floodplain areas per the Land Development Code.</p> <p>b. Development or redevelopment shall meet the requirements of the Polk County Land Development Code, and shall not:</p> <ol style="list-style-type: none"> <li>1. enlarge the off-site floodplain;</li> <li>2. alter the natural function of the floodplain; nor</li> <li>3. result in post development run-off rates which exceed pre-development run-off rates for storm frequencies at least as stringent as those rates established by the applicable Water Management District pursuant to Titles 40D and 40E, F.A.C.</li> </ol>	<p>Compliance with this policy will be determined as part of a Level 2/site plan review.</p>

## Urban Sprawl Analysis

After analyzing the primary indicators of Urban Sprawl per *Policy 2.109-A10* of the Polk County Comprehensive Plan, the proposed request is not considered to be urban sprawl.

Table 9 (below) depicts the Urban Sprawl Criteria used by staff as indicators of Urban Sprawl.

**Table 9 Urban Sprawl Criteria**

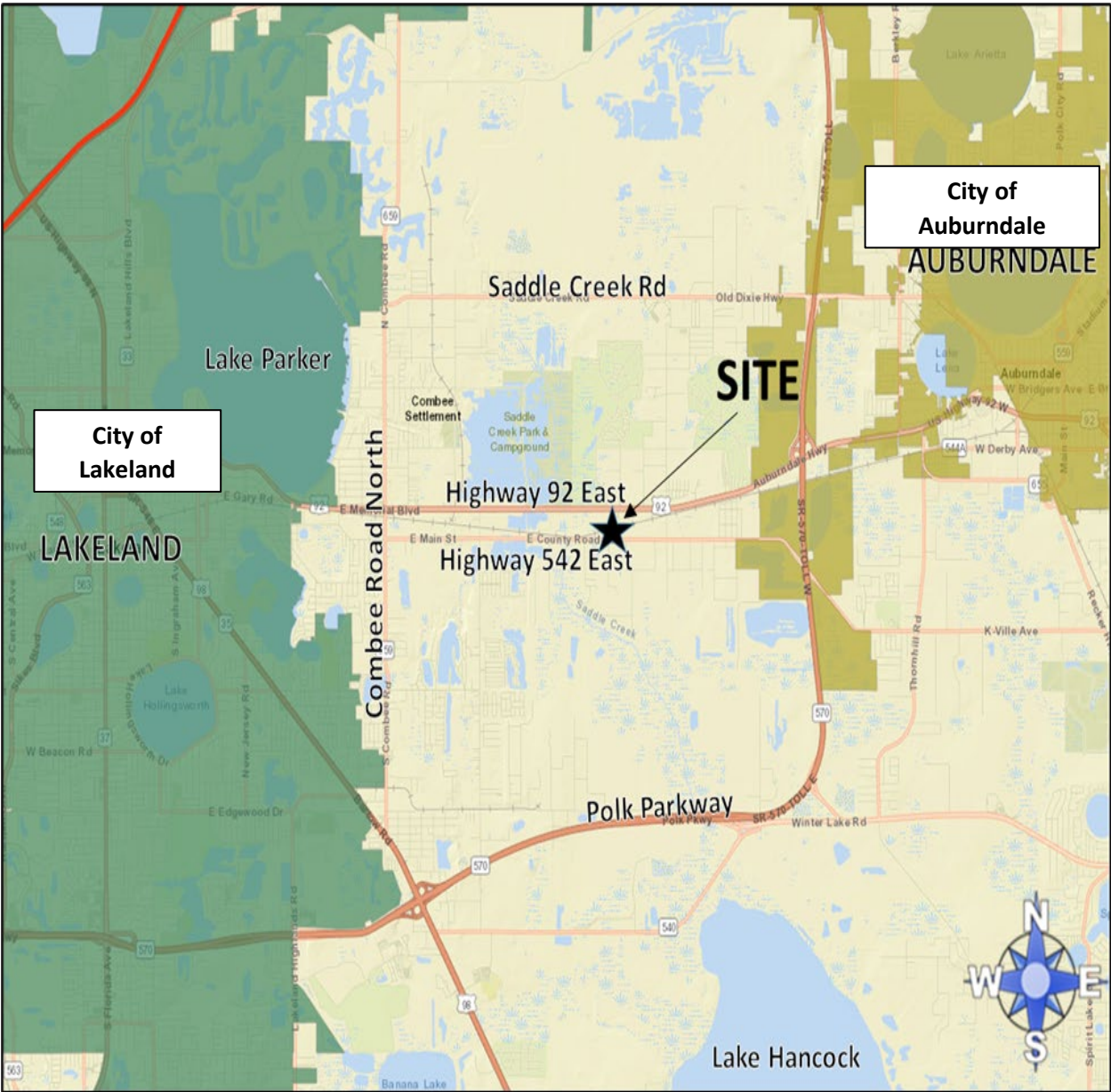
<b>Urban Sprawl Criteria: The following criteria are the primary indicators of urban sprawl per Florida Statutes</b>	
<b>Urban Sprawl Criteria</b>	<b>Sections where referenced in this report</b>
a. <i>Promotes substantial amounts of low-density, low-intensity, or single use development in excess of demonstrated need.</i>	Summary of analysis
b. <i>Allows a significant amount of urban development to occur in rural areas.</i>	Summary of analysis
c. <i>Designates an urban development in radial, strip isolated, or ribbon patterns emanating from existing urban developments.</i>	Summary of analysis, surrounding Development, compatibility
d. <i>Fails to adequately protect and conserve natural resources and other significant natural systems.</i>	Summary of analysis, surrounding Development, compatibility
e. <i>Fails to adequately protect adjacent agricultural areas.</i>	Compatibility with Surrounding Land Uses
f. <i>Fails to maximize existing public facilities and services.</i>	Summary of Analysis, Infrastructure
g. <i>Fails to minimize the need for future facilities and services.</i>	Summary of Analysis, Infrastructure
h. <i>Allows development patterns that will disproportionately increase the cost of providing public facilities and services.</i>	Summary of Analysis, Infrastructure
i. <i>Fails to provide a clear separation between urban and rural uses.</i>	Summary of Analysis, Compatibility with Surrounding Land Uses
j. <i>Discourages infill development or redevelopment of existing neighborhoods.</i>	Summary of Analysis, Compatibility with Surrounding Land Uses
k. <i>Fails to encourage an attractive and functional mixture of land uses.</i>	Summary of Analysis, Compatibility with Surrounding Land Uses
l. <i>Will result in poor accessibility among linked or related land uses.</i>	Summary of Analysis, Compatibility with Surrounding Land Uses
m. <i>Results in the loss of a significant amount of open space.</i>	Summary of Analysis, Compatibility with Surrounding Land Uses

## Comments From Other Agencies:

An email was sent to the City of Auburndale on September 11<sup>th</sup> informing them about this request.

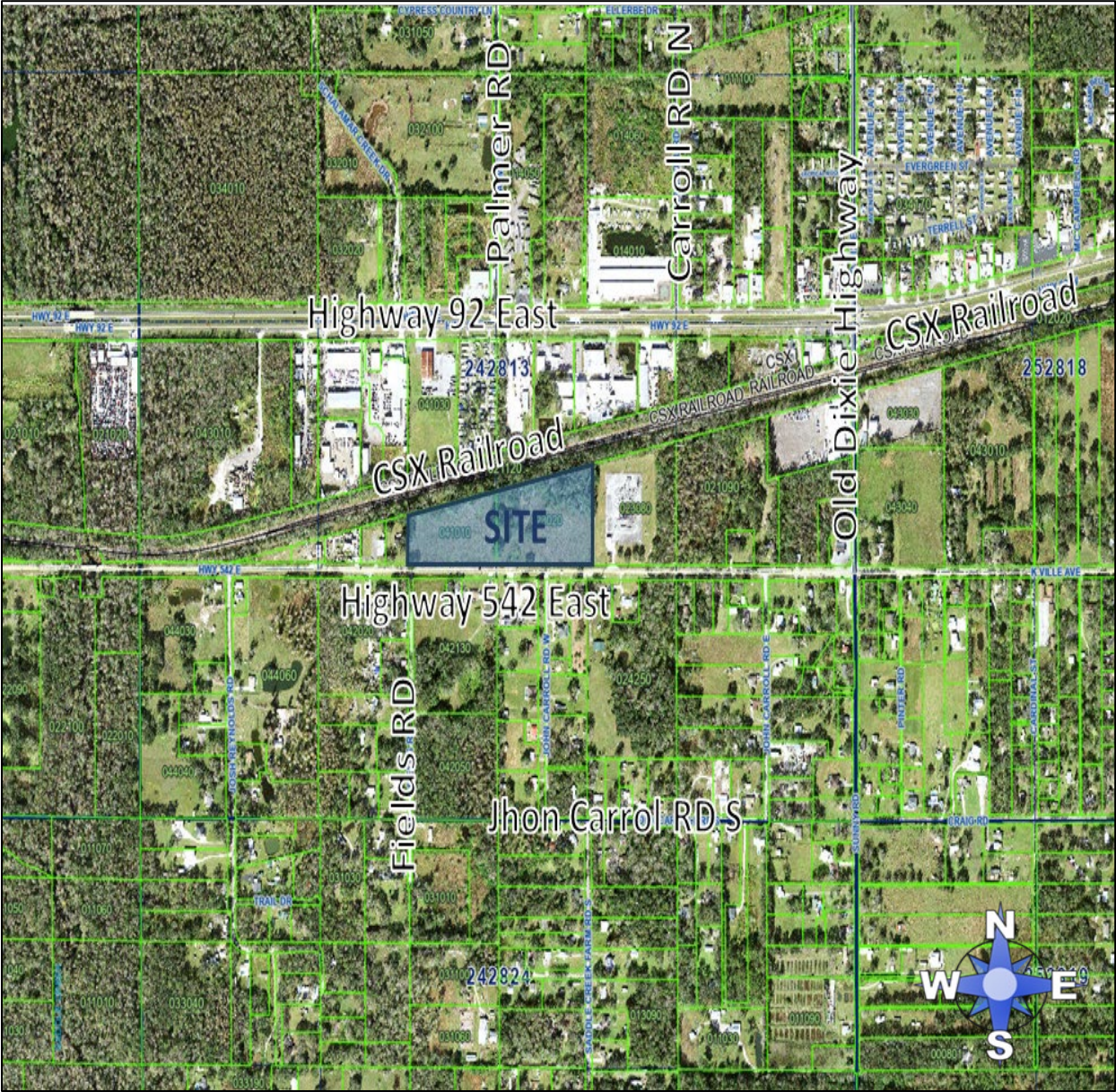
## Exhibits:

- Exhibit – 1      Location Map
- Exhibit – 2      2023 Aerial Photo (Context)
- Exhibit – 3      2023 Aerial Photo (Detailed)
- Exhibit – 4      Current Future Land Use Map
- Exhibit – 5      Proposed Future Land Use Map



Location Map

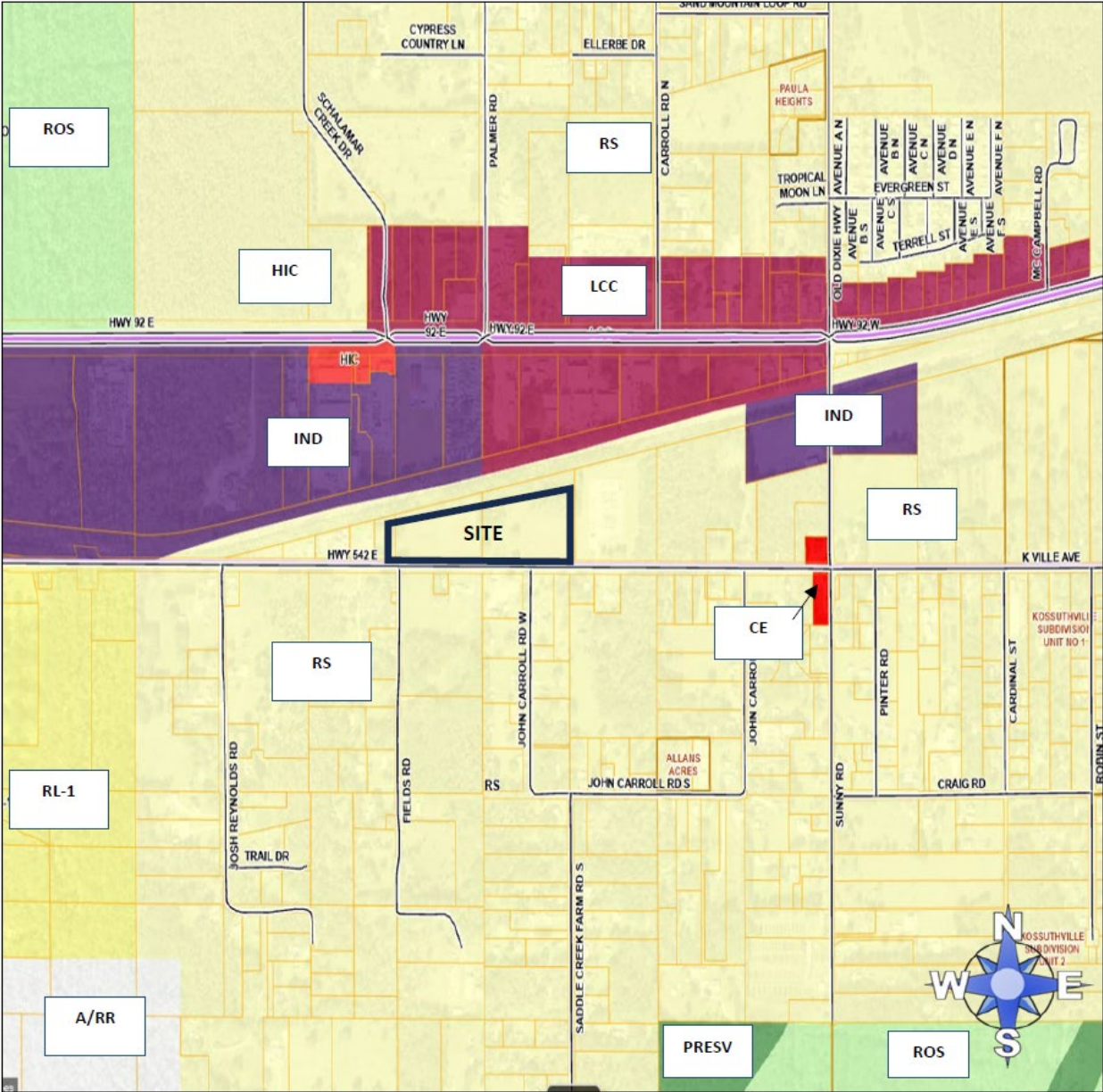




2023 Aerial Photo (Context)

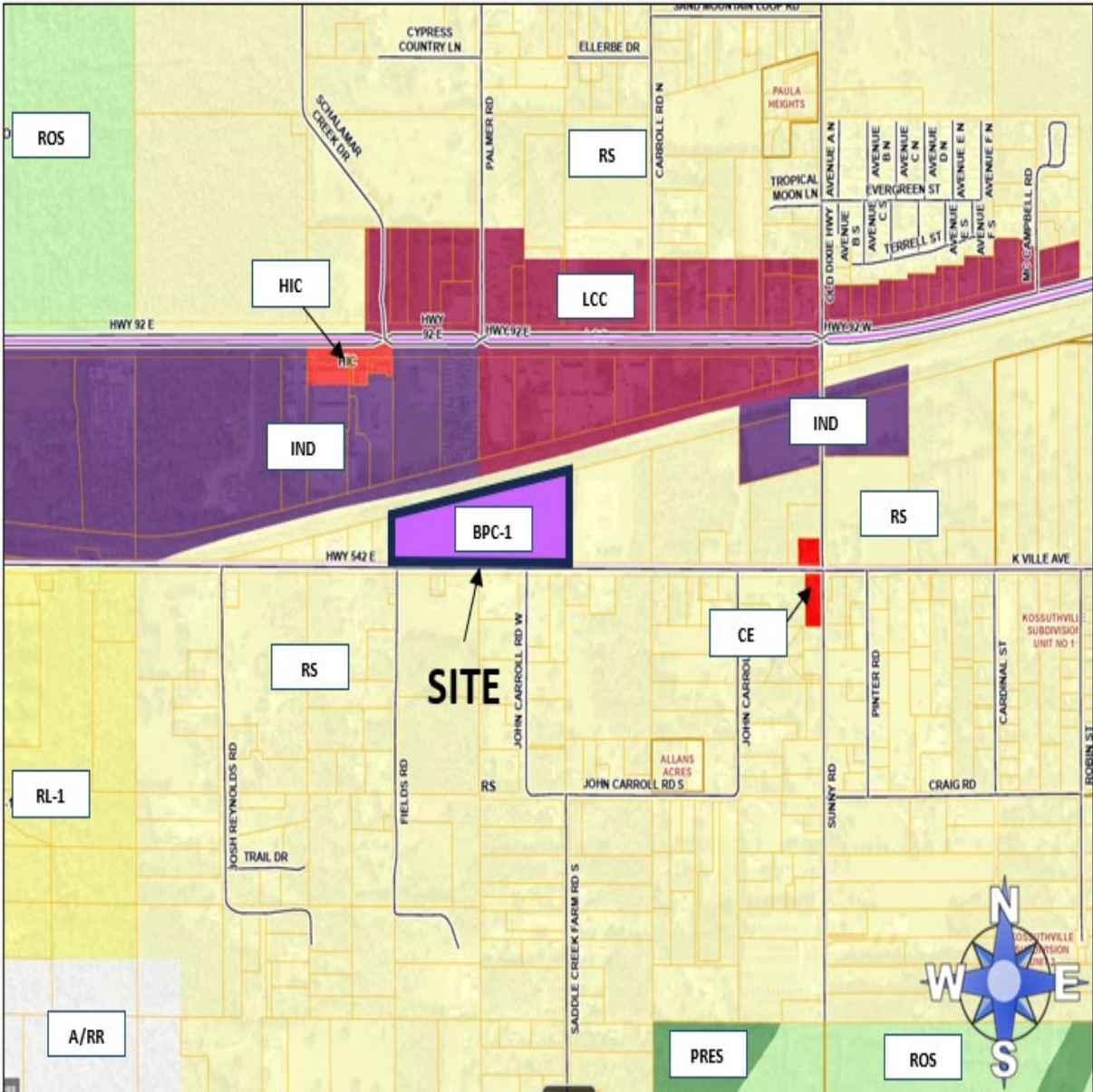


BoCC Staff Report  
Level 4/MJB



Current Future Land Use Map





Proposed Future Land Use Map