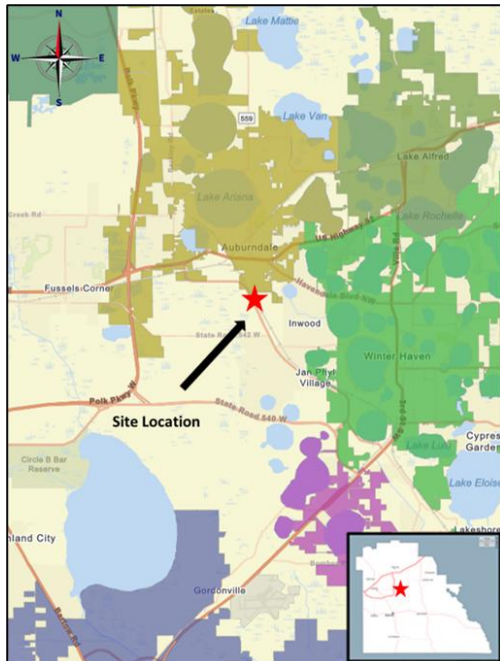


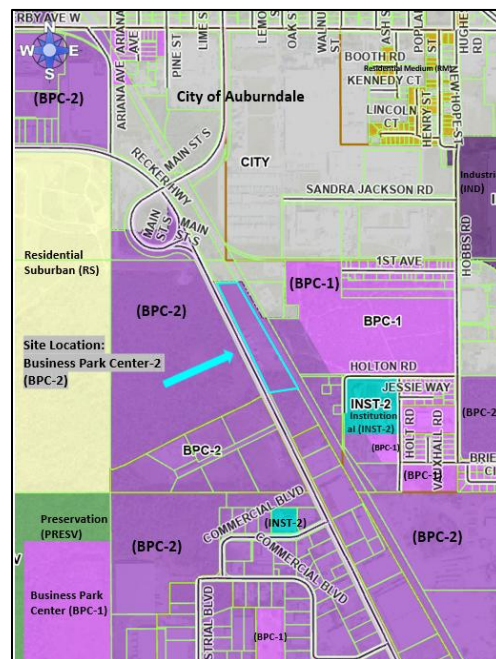
# POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

<b>DRC Date:</b>	February 26, 2026
<b>Planning Commission Date:</b>	May 6, 2026
<b>BoCC Dates:</b>	June 16, 2026
<b>Applicant:</b>	Zachary Thornton, Madrid CPWG
<b>Level of Review:</b>	Level 4 Review, Comprehensive Plan Amendment (CPA)
<b>Case Number and Name:</b>	LDCPAS-2026-7 (Premier Parking CPA)
<b>Request:</b>	Future Land Use Map amendment to change the land use designation from Business Park Center (BPC) to Industrial (IND)
<b>Location:</b>	North of Highway 542 W, east of Recker Highway, south of the City of Auburndale in Section 14, Township 28, Range 25.
<b>Property Owner:</b>	Premier Parking US LLC
<b>Parcel Number (Size):</b>	252814-000000-041080 (+/- 8.59 acres)
<b>Development Area:</b>	Transit Supportive Development Area (TSDA) and Center of the Transit Centers and Corridor Overlay (TCCO)
<b>Future Land Use:</b>	Business Park Center-2 (BPC-2)
<b>Nearest Municipality:</b>	Auburndale
<b>DRC Recommendation:</b>	Approval
<b>Planning Commission Vote:</b>	7-0 Approval
<b>Case Planner:</b>	Aleya Inglima, Planner II

**Location**



**Current Future Land Use**



## Summary:

This is an applicant-initiated Comprehensive Plan map amendment to change 8.59 acres from Business Park Center (BPC) to Industrial (IND) 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 Heavy Industrial within the City of Auburndale north of the site;
- 3) Railroads abuts the property;
- 4) The property has direct access to Recker Highway and within two (2) miles of US 92.

## Compatibility Summary

There are several reasons why this request is considered to be compatible and consistent with the Comprehensive Plan and Land Development Code. The purpose of the IND district is to provide areas for general manufacturing, processing, and distribution of goods. General commercial uses necessary to support the industrial area are also permitted. Recker Highway is an established area for commercial and high intensity uses. The location of transportation facilities such as railroads and arterial highways is a factor in determining the appropriateness of industrial lands. This property is adjacent to a railroad and near an arterial highway. Therefore, this request is consistent with the applicable policies in the Comprehensive Plan.

Adjacent properties are designated for Business Park Center (BPC) types of uses and activities. Property is designated Heavy Industrial within the City of Auburndale north of the site. Due to the similarity in current uses and Future Land Use designations, designating this site as Industrial will be compatible.

## Infrastructure Summary

The site is located within City of Auburndale utility service area. Since 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. Utilities is with the City of Auburndale. Auburndale has capacity issues for wastewater connections. The City did not comment on capacity but stated that there is a 12-inch potable water main on the east side of Recker Hwy and a 6-inch sanitary force main.

## Environmental Summary

Portions of the site contain wetlands. There are no surface waters on or adjacent to the site. No adverse environmental impacts are expected due to the development of this site, subject to compliance with applicable wetland regulations.

## 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 2.104(A1-A6): Transit Supportive Development Areas (TSDA)
- Policy 2.113(B1-B5): Business-Park Centers (BPC)
- Policy 2.113(A1-A5): Industrial (IND)

## Findings of Fact

### Request and Legal Status

- LDCPAS-2026-7 is an applicant-initiated request for a Comprehensive Plan Amendment (CPA) to designate approximately ± 8.59 acres from Business-Park Center (BPC) to Industrial (IND).
- The current Land Development Code district is Business Park Center-2 (BPC-2)
- Policy 2.104-A1 describes Transit Supportive Development Areas (TSDA) as areas where the availability of infrastructure and other community facilities and services, including, but not limited to mass transit and other transportation alternatives, utilities, public safety, recreational and educational services, promotes and supports the location of higher density and intensity compact, mixed-use development.
- Policy 2.109-A5 describes the Business Park Center land use district as follows: “The purpose of the Business Park Center (BPC) land use district is to provide 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.”
- While aerial imagery indicates the presence of storage on-site, a staff site visit confirms that the property is vacant
- The property is currently 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 an Industrial (IND) Future Land Use designation.
- Surrounding uses include manufacturing, rail line to the east, and vacant property north and west of the site.
- The subject site is surrounded by BPC or the city.
- Policy 2.104-A3: Land Use Categories for Transit Supportive Development Areas, list Industrial as a permitted use in TSDAs.

### Infrastructure

- The property is zoned for Clarence Boswell Elementary, Jere L. Stambaugh Middle, and Auburndale Senior High.

- Fire and ambulance response is from Polk County Fire Rescue Station 5, located at 333 American Spirit Rd, Winter Haven. The estimated response time from this station is about seven- to nine minutes.
- Sheriff's response to the site is served by the Southwest District, located at 4120 US 98 South, Lakeland. The responses time are as follows: Priority One: 8:55 minutes; Priority Two: 26:47 minutes.
- The subject property fronts Recker Highway. Recker Highway is an Urban Minor Arterial, according to the Polk County TPO Roadway Network Database, and is the closet road to the site that is monitored for concurrency.
- The subject parcel is next to Recker Highway, a state road.
- The site is located within City of Auburndale utility service area.
- US 92 is two (2) miles from the subject site.

### **Environmental**

- There are wetlands south on the site.
- The site is comprised of Adamsville fine sand and samsula muck.
- According to the Florida Natural Areas Inventory Biodiversity Matrix, the site is within one mile of an endangered species.
- 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.
- This property is within an Airport Impact District for Winter Haven regional airport.
- 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; and
      7. other public safety features such as law enforcement;
      8. schools and other educational facilities

9. parks, open spaces, civic areas and other community facilities
- f. environmental factors, including, but not limited to:
1. environmental sensitivity of the property and adjacent property;
  2. surface water features, including drainage patterns, basin characteristics, and flood hazards;
  3. wetlands and primary aquifer recharge areas;
  4. soil characteristics;
  5. location of potable water supplies, private wells, public well fields; and
  6. climatic conditions, including prevailing winds, when applicable.
- **POLICY 2.104-A1: DESCRIPTION - Transit Supportive Development Areas shall meet the following criteria:**
    - a. be those areas where the availability of infrastructure and other community facilities and services, including, but not limited to mass transit and other transportation alternatives, utilities, public safety, recreational and educational services, promotes and supports the location of higher density and intensity compact, mixed use development;
    - b. be supported by existing or planned urban type services that are programmed or expected for the 10-year planning horizon;
    - c. be designated as part of a coordinated land use and transportation strategy that supports the provision of improved and expanded transit services, as identified in the Transportation Planning Organization (TPO) 2060 Transportation Vision Plan and the connecting circulator routes, in order to increase mobility and travel options;
    - d. include development criteria that:
      1. promote the development of walkable communities which include a balance between employment opportunities, mix of complementary uses and activities, and a range of housing opportunities;
      2. improve access to employment areas, schools, shopping and recreational opportunities;
3. **POLICY 2.104-A3: LAND USE CATEGORIES - The following land use categories shall be permitted within TSDAs, in accordance with applicable criteria**
    - a. **ACTIVITY CENTERS:** Regional Activity Centers, Community Activity Centers, Neighborhood Activity Centers, Convenience Centers, Tourism Commercial Centers, Employment Centers and High-Impact Commercial Centers.
    - b. **RESIDENTIAL:** Residential-High, Residential-Medium, and Residential-Low Districts.
    - c. **OTHER:** Linear Commercial Corridors, Commercial Enclaves, Industrial, Business-Park Centers, Office Centers, Leisure Recreation, Mixed Use, Institutional, Professional

Institutional, Recreation and Open Space, Preservation.

- d. POLICY 2.113-A1: CHARACTERISTICS - Industrial lands are characterized by facilities for the processing, fabrication, manufacturing, recycling, and distribution of goods, and may contain any use also found within a Business-Park Center. However, land use activities that operate externally to enclosed structures may be permitted within an Industrial Future Land Use designation. Industrial districts are also the appropriate location for land use activities that produce significant amount of noise, odor, vibration, dust, and lighting on and off-site that do not produce a physical product.
- POLICY 2.113-A2: DESIGNATION AND MAPPING - Industrial areas shall be designated and mapped on the Future Land Use Map Series as "Industrial" (IND); shall include all major existing industrial areas; and shall provide for the projected future industrial development needs of the County.
- POLICY 2.113-A3: LOCATION CRITERIA - Industrial development within the County shall occur within lands designated as Industrial on the Future Land Use Map Series. The following factors shall be taken into consideration when determining the appropriateness of establishing new Industrial areas:
  - a. Industrial development shall be located within an Transit Supportive Development Area Urban-Growth Area, Suburban-Development Area, Rural-Development Area, or Utility-Enclave Area.
  - b. Accessibility to major air and ground transportation, including but not limited to arterial roadways, rail lines, and cargo airport terminals.
  - c. The locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10.
  - d. Industrial facilities should group together in planned industrial districts on sites capable of being expanded and developed in stages.
  - e. Industrial districts shall be separated significant distances from schools and developed residential areas through a combination of physical separation and screening and/or buffering in accordance with standards in the County's Land Development Code.
  - f. The location criteria for Industrial Districts shall serve to maximize access to the arterial road system and minimize the routing of commercial traffic through residential areas by requiring access be limited to:
    - 1. arterial roads;
    - 2. collector roads, if the subject parcel is within 2 miles of an intersecting arterial road; or
    - 3. local commercial roads or private roads under the following conditions:
      - (a) the road has full median access onto to an arterial road;
      - (b) the road does not serve existing or expected future residential traffic from the surrounding area;

(c) the road has a structural integrity and design characteristics suitable for truck traffic.

g. Applications for establishment of an Industrial district shall include a plan consistent with Policy 2.110-L5.

- POLICY 2.113-A4: DEVELOPMENT CRITERIA - Development within an Industrial area shall conform to the following criteria:
  - a. Permitted uses include facilities for the processing, fabrication, manufacturing, recycling, bulk material storage, and distribution of goods, disposal yards, and limited retail commercial in accordance with Policy 2.113-A4.b. Other non-residential uses that produce significant amounts of noise, odor, vibration, dust, and lighting on and off-site may be permitted within an industrial district through conditional approval. Permitted uses also include any use found within a Business-Park Center.
  - b. Retail commercial uses within an industrial area shall be sized for the purpose of serving just the employees of, and visitors to, the industrial area, and shall be limited to a scale appropriate for that purpose. The maximum floor area ratio for commercial uses within an industrial area shall not exceed 0.25.
  - c. Industrial sites shall be designed to provide for:
    - 1. adequate parking to meet the demands of the use; and
    - 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.
  - d. The maximum floor area ratio for non-commercial uses within an Industrial area shall not exceed 0.75 in the TSDA, 0.65 in the UGA, 0.50 in the SDA, and 0.50 in the RDA, unless developed as a Planned Development.
  - e. Retail sale of goods manufactured on the site of a business located within an Industrial area is allowed 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.
  - f. 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 systems and as required if within a Nutrient Restoration Plan Overlay.
  - g. Planned Developments within the Industrial 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 Land Development Code shall establish development standards and criteria for Planned Developments within the Industrial district.

- h. Industrial districts shall be separated from existing schools and developed residential areas through physical separation, screening, buffering, or a combination thereof, consistent with the standards in the County's Land Development Code.
- i. 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.
- e. **POLICY 2.113-B-1: 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).

- f. **POLICY 2.113-B-3: 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.
- g. POLICY 2.113-B-4: 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.

**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-2026-7**.

**Planning Commission Recommendation:** On May 6, 2026, in an advertised public hearing, the Planning Commission voted 7:0 to recommend **APPROVAL of LDCPAS 2026-7**.

### **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 Transit Supportive Development Area (TSDA). TSDAs serve as a foundation from which a future urban pattern is established, and to provide areas for development at urban densities and intensities. TSDAs are where there exists the availability of infrastructure and other community facilities and services, including, but not limited to mass transit and other transportation alternatives, utilities, public safety, recreational and educational services. The TSDA also promotes and supports the location of higher density and intensity that requires compact and mixed-use development.

While aerial imagery indicates the presence of storage on-site, a staff site visit confirms that the property is vacant. Currently, the site has a Future Land Use designation of 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.

The proposed request is for an Industrial (IND) Future Land Use designation. Generally, Industrial districts contain more intensive uses and activities than contemplated in a Business-Park Center. The Comprehensive Plan describes Industrial Lands as characterized by facilities for the processing, fabrication, manufacturing, recycling, and distribution of goods, and may contain any use also found within a Business-Park Center. However, land use activities that operate externally to enclosed structures may be permitted within an Industrial Future Land Use designation. Industrial districts are also the appropriate location for land use activities that produce significant amount of noise, odor, vibration, dust, and lighting on and off-site that do not produce a physical product.

As shown on the Future Land Use Map, adjacent properties of the site are designated BPC. IND is located to the north of the site within the City of Auburndale. The site is vacant. Based on a review of past aerial photos, the site has always been vacant.

Surrounding uses next to the site include railroads on the eastern boundaries of the site. A manufacturing use is south of the site. Property to the west and north are vacant.

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 highways, is a factor in determining the appropriateness of industrial lands. This site is within 2 miles of US 92, an arterial highway, and is adjacent to one railroad. Therefore, this request is consistent with the applicable policies in the Comprehensive Plan.

Adjacent properties are both designated for BPC types of uses and activities. Because of the similarity in current uses and Future Land Use designations, designating this site as Industrial will be compatible.

**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 Transit Supportive Development Area (TSDA), where connections is available through the City of Auburndale.

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> Business Park Center (BPC-2) Cutrale Citrus Juices Vacant	<b>North</b> City of Auburndale Light Industrial (LI) Tampa Electric Company Vacant	<b>Northeast</b> CXS Rail line
<b>West</b> Business Park Center (BPC-2) Cutrale Citrus Juices Vacant	<b>Subject Site</b> Business Park Center (BPC-2) Vacant	<b>East</b> CSX Rail line
<b>Southwest</b> Business Park Center (BPC-2) Recker Business Park Plat Vacant	<b>South</b> Business Park Center (BPC-2) Vacant	<b>Southeast</b> CSX Rail line

**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	3.8 mile
Jere L. Stambaugh Middle	0	2.6 miles
Auburndale Senior High	0	3.0 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.

Sherriff 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 4120 US 98 South, Lakeland	14.2 miles	P1: 8:55 minutes P2: 26:47 minutes
Fire/ EMS	Polk County Fire Rescue Station 5, located at 333 American Spirit Rd, Winter Haven	1.9 miles	7-9 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 Transit Supportive Development Area (TSDA). Connection to public water and sewer is available through the City of Auburndale. The City did not comment on capacity but stated that there is a 12-inch potable water main on the east side of Recker Hwy and a 6-inch sanitary force main.

#### A. Estimated Demand

The development of the property under the proposed land use designation is not anticipated to degrade the minimum LOS for the existing facilities, due to the relatively low consumption and generation rates. The following analysis assumes the maximum allowed density/intensity of 280,634 square feet of warehouse space for IND, and 280,634 square feet of professional offices space for BPC. The subject site is within the Transit Centers and Corridors overlay (TCCO) which allows up to 2.5 floor area ratio (FAR) in both BPC & IND. However, the LDC permits up to 0.75 which is what was used for calculated impacts.

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

<b>Maximum Allowable Use: BPC-2 – 8.59 AC/374,180 SF of site *.75 FAR = 280,634 SF</b>	Estimated Impact Analysis Business Park Center (BPC-2) to Industrial (IND)	
	<b>Current Land Use designation BPC-2</b>	<b>Maximum Permitted Use in Proposed IND</b>
Current Maximum Allowable Use	280,634 Square Feet (SF)	280,634 Square Feet (SF)
Potable Water Consumption	280,634 SF * .24 GPD/SF = <b>67,353 GPD</b>	280,634 SF * .24 GPD/SF = <b>67,353 GPD</b>
Wastewater Generation	67,353 SF * 80% of water usage <b>52,882 GPD</b>	67,353 SF * 80% of water usage <b>53,882 GPD</b>

*GPD – Gallons Per Day Source: Polk County Concurrency Manual and Polk County Utilities: Professional Offices @ .24 GPD/SF (water) & .18 GPD/SF (sewer); Warehouse @ .24 GPD/SF (water) & .18 GPD/SF (sewer)*

**B. Available Capacity:**

Utilities are available through the City of Auburndale.

**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 analysis is based on a maximum permitted use of 280,634 square feet of general light industrial. The following analysis assumes the maximum allowed intensity of 280,634 square feet of warehouse space for BPC and 280,634 square feet for IND.

**Table 5 Estimated Transportation Impact Analysis**

Maximum Allowable Use: 8.59 AC/374,180 SF of site *.75 FAR = 280,634 SF	Estimated Impact Analysis Business Park Center (BPC-2) to Industrial (IND)	
	Current Land Use designation BPC-2	Maximum Permitted Use in Proposed IND
	280,634 SF	280,634 SF
Average Annual Daily Trips (AADT)	280,634 SF * 3.60 trips/1,000 SF = <b>1,010 AADT</b>	280,634 SF * 1.71 trips/1,000 SF = <b>480 AADT</b>
PM Peak Hour Trips	280,634 SF * .49 trips/1,000 SF = <b>138 PM Peak Hour Trips</b>	280,634 SF * .18 trips/1,000 SF = <b>51 PM Peak Hour Trips</b>

Source: Concurrency Manual and Table for Minor Traffic Study – Warehousing (ITE 150) – 1.71 AADT/1,000 SF; General Light Industrial (ITE 110) – 3.60 AADT/1,000 SF, 0.49 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**

Link #	Road Name	Current Level of Service (LOS)	Available PM Peak Hour Capacity	Minimum LOS Standard	5-Year Peak Hour Projected LOS
7102N	SR 655 (RECKER HWY) From: CR 542 (AVENUE G NW) To: US 92	C	538	D	C
7102S	SR 655 (RECKER HWY)7 From: CR 542 (AVENUE G NW) To: US 92	C	511	D	C

Source: Polk County Transportation Planning Organization, Concurrency Roadway Network Database January 17, 2026

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

**C. Roadway Conditions**

Recker Highway is a stated maintained road, no information regarding the Pavement Condition Index is available.

**D. Planned Improvements:**

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

**E. Mass Transit**

There are no Citrus Connection routes along Recker Highway.

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 Simmers-Young Park, located two (2) miles south of the site. Because the proposed amendment is for non-residential uses, it will not have an impact on this facility.

A. Location:

Simmers-Young Park is located at 339 American Spirit Road in Winter Haven.

B. Services:

Simmers-Young Park is a recreational park in Winter Haven with 10 multi-purpose fields, baseball and softball and league play. There also are picnic facilities, a fishing pond, dog park, playground, restrooms, picnic tables and picnic shelters.

C. Multi-use Trails:

Lake Wales Ridge Wildlife and Environmental Area - Lake Blue trails are near the immediate area.

**Environmental Lands**

The site is not within an Ecological Greenway Network. The closest conservation area is 2.64 miles southwest of the site.

**Environmental Conditions**

There are wetlands on the south end of the site. Because of these conditions, any development of the site will have to take these conditions into account and comply with the applicable requirements of Section 620 (Wetland Protection) and Section 630 (Flood Hazard Management and Floodplain Protection) of the Land Development Code.

A. Surface Water:

There are no surface waters on the site. A pond is located about 750 feet northwest of the site.

B. Wetlands/Floodplains:

The site contains wetlands on the south side of the site.

C. Soils:

The site is comprised mostly of Adamsville 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**

<b>Soil Name</b>	<b>Septic Tank Absorption Field Limitations</b>	<b>Limitations to Dwellings Without Basements</b>	<b>% of Site (approximate)</b>
Adamsville fine sand	Severe: wetness	Moderate: wetness	82.%
Samsula muck	Severe: ponding	Severe: ponding	18%

*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 an endangered species. 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.

**E: Polk Green Districts and Conservation Easements:**

The PolkGreen Map displays this parcel as not within a potential connection of an overall natural network. Moreover, there are no conservation easements on this parcel.

**F. 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.

**G. Wells (Public/Private)**

The site is not within a Wellfield Protection District.

**H. Airports:**

This property is within the Airport Impact District.

**Economic Factors:**

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 Recker Highway and existing railroads provide an opportunity for new businesses to locate on this site, thereby also providing jobs to support the 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
<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: 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.</p>	<p>The site is located in a well-established high intensity area and is considered compatible.</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 site is located within an existing heavy commercial area. The site also is abutting a railroad line.</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:</p> <ul style="list-style-type: none"> <li>a. nearness to incompatible land uses and future land uses, unless adequate buffering is provided,</li> <li>b. nearness to agriculture-production areas;</li> <li>c. distance from populated areas;</li> <li>d. economic issues, such as minimum population support and market-area radius (where applicable);</li> <li>e. adequacy of support facilities or adequacy of proposed facilities to be provided by the time of development, including, but are not limited to: <ul style="list-style-type: none"> <li>1. transportation facilities, including but not limited to, mass transit, sidewalks, trails and bikeways;</li> <li>2. sanitary sewer and potable water service;</li> <li>3. storm-water management;</li> <li>4. solid waste collection and disposal;</li> <li>5. fire protection with adequate response times, properly trained personnel, and proper fire-fighting equipment;</li> <li>6. emergency medical service (EMS) provisions; and 7. other public safety features such as law enforcement; 8. schools and other educational facilities</li> <li>9. parks, open spaces, civic areas and other community facilities,</li> </ul> </li> <li>f. environmental factors, including, but not limited to: <ul style="list-style-type: none"> <li>1. environmental sensitivity of the property and adjacent property;</li> <li>2. surface water features, including drainage patterns, basin characteristics, and flood hazards;</li> <li>3. wetlands and primary aquifer recharge areas;</li> </ul> </li> </ul>	<p>The proximity of the site fronts Recker Highway, next to an existing industrial area, and bordered by a railroad. These features make the site appropriate for more intensive commercial uses.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>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 2.104-A3: LAND USE CATEGORIES - The following land use categories shall be permitted within TSDAs, in accordance with applicable criteria</p> <p>ACTIVITY CENTERS: Regional Activity Centers, Community Activity Centers, Neighborhood Activity Centers, Convenience Centers, Tourism Commercial Centers, Employment Centers and High-Impact Commercial Centers.</p> <p>RESIDENTIAL: Residential-High, Residential-Medium, and Residential-Low Districts.</p> <p>OTHER: Linear Commercial Corridors, Commercial Enclaves, Industrial, Business-Park Centers, Office Centers, Leisure Recreation, Mixed Use, Institutional, Professional Institutional, Recreation and Open Space, Preservation.</p> <p>POLICY 2.113-A1: CHARACTERISTICS - Industrial lands are characterized by facilities for the processing, fabrication, manufacturing, recycling, and distribution of goods, and may contain any use also found within a Business-Park Center. However, land use activities</p>	<p>The site is in a Transit Supportive Development Area (TSDA). IND is allowed in the TSDA.</p>
<p>POLICY 2.113-A3: LOCATION CRITERIA - Industrial development within the County shall occur within lands designated as Industrial on the Future Land Use Map Series. The following factors shall be taken into consideration when determining the appropriateness of establishing new Industrial areas:</p> <p>a. Industrial development shall be located within an Transit Supportive Development Area Urban-Growth Area, Suburban-Development Area, Rural-Development Area, or Utility-Enclave Area.</p> <p>b. Accessibility to major air and ground transportation, including but not limited to arterial roadways, rail lines, and cargo airport terminals.</p> <p>c. The locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10.</p> <p>d. Industrial facilities should group together in planned industrial districts on sites capable of being expanded and developed in stages.</p> <p>e. Industrial districts shall be separated significant distances from schools and developed residential areas through a combination of physical separation and screening and/or buffering in accordance with standards in the County's Land Development Code.</p>	<p>The site is located near an arterial road and has direct access next to one railroad. US 92 is a major arterial two (2) miles from the subject site.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>f. The location criteria for Industrial Districts shall serve to maximize access to the arterial road system and minimize the routing of commercial traffic through residential areas by requiring access be limited to:</p> <ol style="list-style-type: none"> <li>1. arterial roads;</li> <li>2. collector roads, if the subject parcel is within 2 miles of an intersecting arterial road; or</li> <li>3. local commercial roads or private roads under the following conditions:               <ol style="list-style-type: none"> <li>(a) the road has full median access onto to an arterial road;</li> <li>(b) the road does not serve existing or expected future residential traffic from the surrounding area;</li> <li>(c) the road has a structural integrity and design characteristics suitable for truck traffic.</li> </ol> </li> </ol> <p>g. Applications for establishment of an Industrial district shall include a plan consistent with Policy 2.110-L5.</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:

The City of Auburndale has no objections to the case.

### Exhibits:

- Exhibit – 1 Location Map
- Exhibit – 2 2023 Satellite Image (Context)
- Exhibit – 3 2023 Aerial Photo (Close-up)
- Exhibit – 4 Existing Future Land Use Map
- Exhibit – 5 Proposed Future Land Use Map
- Exhibit – 6 Permitted and Conditional Uses in BPC & IND
- Exhibit – 7 City of Auburndale Zoning



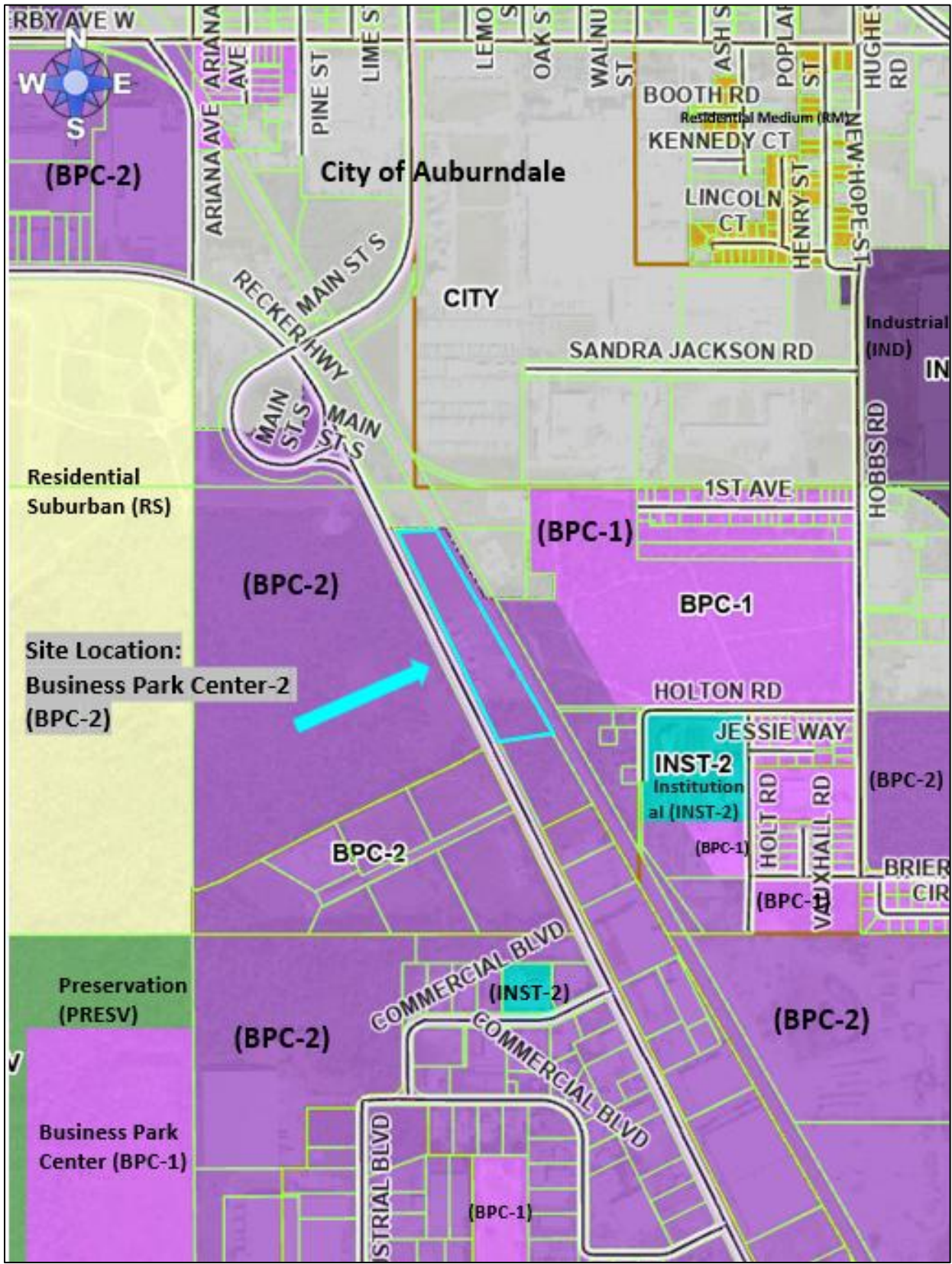
Location Map



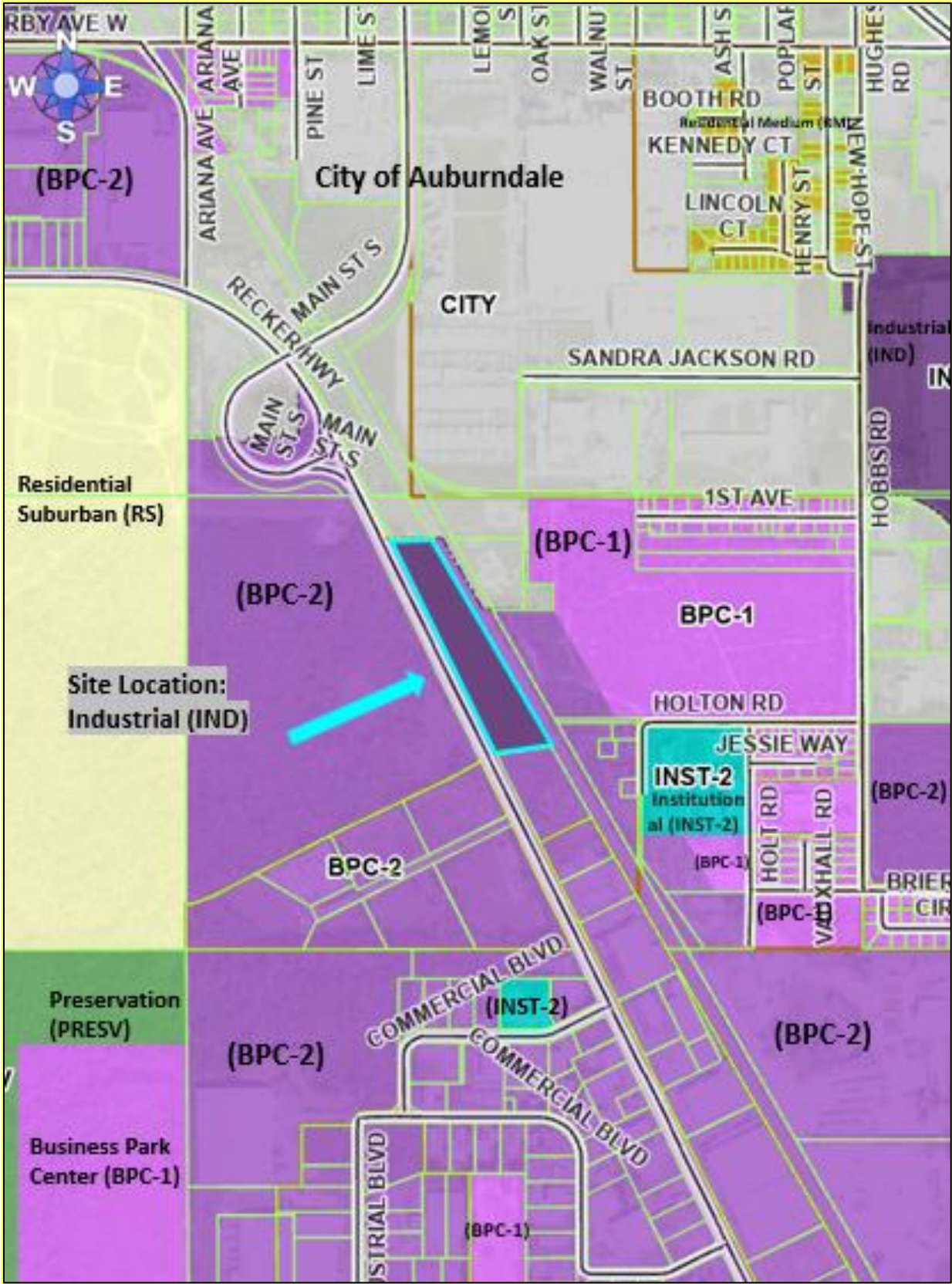
2023 Aerial Photo (Context)



2023 Aerial Photo (Close-up)



Current Future Land Use Map

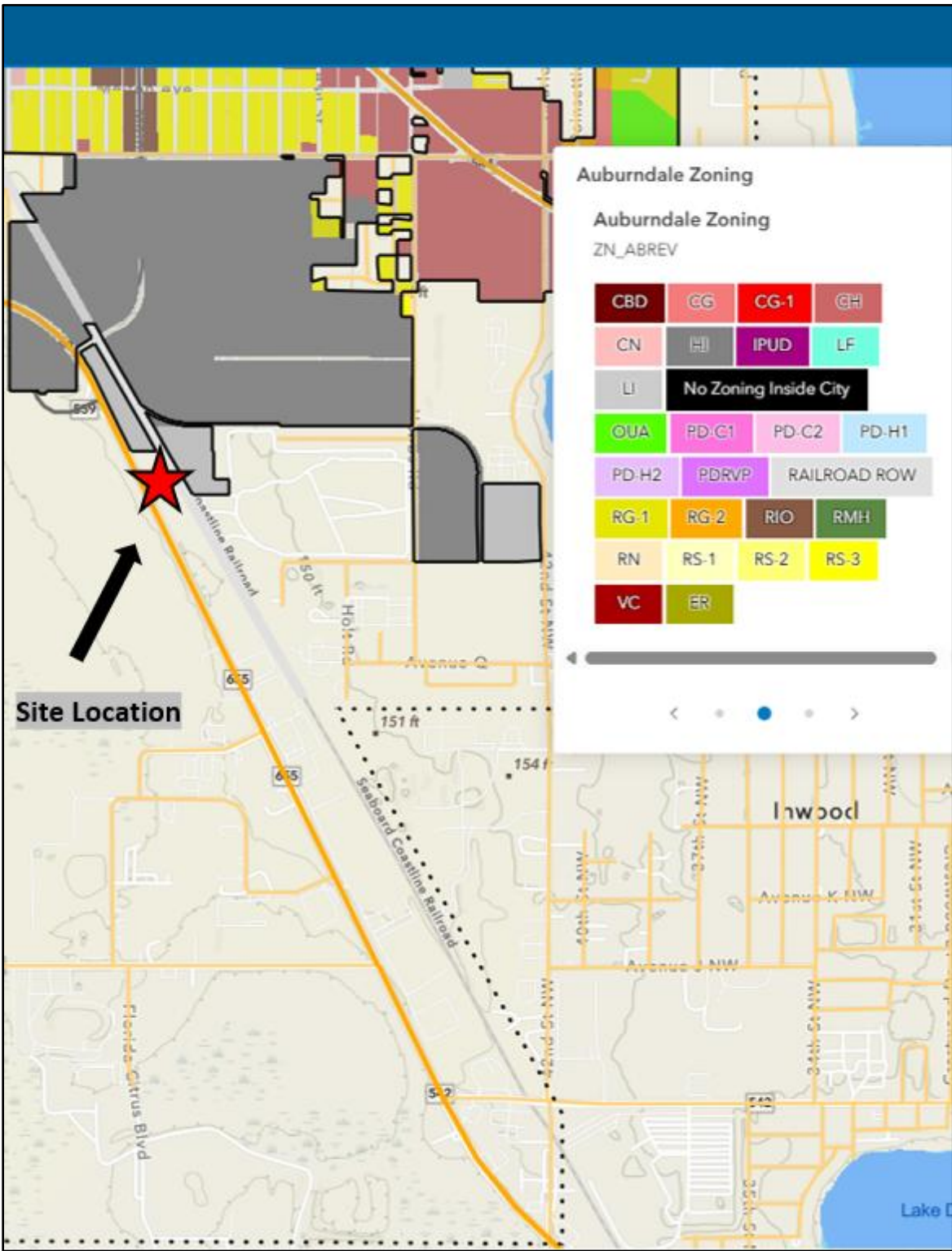


Proposed Future Land Use Map

FLU	PERMITTED (By Right)	CONDITIONAL USE Level 1 or 2 Review (Technical Staff Review)	CONDITIONAL USE Level 3 or 4 Review (Public Hearing)
<b>BPC-2</b>	Agricultural Support, Off-Site, Animal Farm, Intensive, Commercial Vehicle Parking, Farming General, Government Facility, Manufacturing- Light, Motor Freight Terminal, Nurseries and Greenhouses, Office, Office Park, Personal Service, Printing & Publishing, Research & Development, Retail, Outdoor Sales/Display, Studio- Production, Transit- Facility, Transit, Commercial, Utilities- Class I, Utilities- Class II, Vehicle Repair, Auto Body, Vehicle Service, Mechanical Warehousing/Distribution	Farm Worker Dormitory, Barrack Style Alcohol Package Sales, Bars- Lounges- and Taverns, Breeding, Boarding, and Rehabilitation Facility, Wild or Exotic, Golf Course, Recreation- Passive, Cardboard & Shredded Paper Collection, Communication Towers, Guyed and Lattice, Communication Tower- Monopole, Community Center, Convenience Stores- Isolated, Cultural Facility, Financial Institution, Financial Institution- Drive Through, Gas Station, Heavy Machinery Equipment Sales and Services, Heliports, Helistops, Hotels and Motels, Kennels, Boarding and Breeding, Livestock Sale, Auction, Medical Marijuana Dispensaries, Nurseries- Retail, Recreational Vehicle Storage, Religious Institution, Restaurant- Drive-thru/Drive-in, Restaurant- Sit-down/Take-out, Retail- 10-000 – 34-999 sq. ft., Retail- 35-000 - 64-999 sq. ft, Retail- Less than 10-000 sq. ft., School- Leisure/Special Interest, School- Technical/Vocational/Trade & Training, School- University/College, Self-storage Facility, Solar Electric-Power Generation Facility, Vehicle Recovery Service/Agency, Veterinary Service	Planned Development, Transitional Area Development, Airport, Lime Stabilization Facility, Mining- Non-phosphate, Retail- More than 65-000 sq. ft., Utilities- Class III, Water Ski Schools, Power Plants Non-Certified-Low Power Plants, Non-Certified, High

FLU	PERMITTED (By Right)	CONDITIONAL USE Level 1 or 2 Review (Technical Staff Review)	CONDITIONAL USE Level 3 or 4 Review (Public Hearing)
<b>IND</b>	Agricultural Support-Off-Site, Animal Farm- Intensive, Commercial Vehicle Parking, Crematorium, Farming-General, Government Facility, Kennels, Boarding and Breeding, Livestock Sale, Auction, Manufacturing, Explosives/Volatile Material, Manufacturing-Light, Manufacturing, General, Motor Freight Terminal, Nurseries and Greenhouses, Office, Personal Service, Printing & Publishing, Recreation-Passive, Research & Development, Retail, Home Sales Offsite, School- Technical/Vocational/Trade & Training, Studio, Production, Transit- Facility, Utilities- Class I, Utilities- Class II, Vehicle Repair- Auto Body, Vehicle Service- Mechanical, Warehousing/Distribution	Farm Worker Dormitory - Barrack Style, Alcohol Package Sales, Bars, Lounges and Taverns, Breeding, Boarding, and Rehabilitation Facility, Wild or Exotic, Cardboard and Shredded Paper Collection, Communication Tower- Guyed and Lattice, Communication Tower- Monopole, Community Center, Convenience Stores- Isolated, Cultural Facility, Financial Institution, Financial Institution- Drive Through, Gas Station, Golf Course, Heliports, Helistops, Heavy Machinery Equipment Sales and Services, Hotels and Motels, Medical Marijuana Dispensaries, Nurseries- Retail, Railroad Yard, Recreation Vehicle Storage, Religious Institution, Restaurant- Drive-thru/Drive-in, Restaurant- Sit-down/Take-out, Retail- 10-000 – 34-999 sq. ft., Retail- 35-000 - 64-999 sq. ft, Retail- Less than 10-000 sq. ft., School- Leisure/Special Interest, Self-storage Facility, Utilities Class III, Solar Electric-Power Generation Facility, Vehicle Recovery Service/Agency, Veterinary Service.	Planned Development, Airport, Construction Aggregate Processing, Construction Aggregate Storage, Gypsum Stack, Hazardous Waste Transfer, Storage, Hazardous Waste Treatment Facilities, Lime Stabilization Facility, Mining- Non-phosphate, Power Plants Non-Certified-Low, Power Plants Non-Certified-High, Salvage Yard, School-University/College, Seaplane Base, Water Ski Schools

## Permitted and Conditional Uses in BPC-2 & IND



# City of Auburndale Zoning