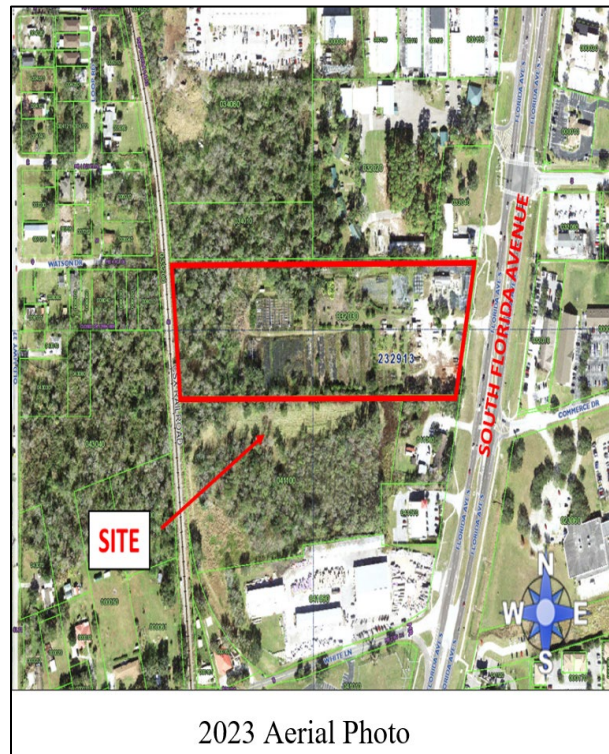


**POLK COUNTY
DEVELOPMENT REVIEW COMMITTEE
STAFF REPORT**

DRC Date:	June 28, 2024
Planning Commission Date:	September 4, 2024
BoCC Dates:	October 15, 2024
Applicant:	Tara Tedrow, Esq.
Level of Review:	Level 4 Review, Small-Scale Comprehensive Plan Amendment
Case Number and Name:	LDCPAS-2024-13 (5955 South Florida Avenue South)
Request:	Change an 11.8-acre parcel from Business-Park Center (BPC) to Institutional (INST).
Location:	West side of South Florida Avenue (State Road 37), north of County Road 540A, south of the City of Lakeland, in Section 13, Township 29, Range 23.
Property Owner:	Robert A. & Susan M. Steliano
Parcel Size (Number):	11.8 acres (232913000000032030)
Development Area:	Transit Supportive Suburban Development Area (TSDA)
Future Land Use:	Business-Park Center (BPC)
Nearest Municipality	Lakeland
Case Planner:	Mark J. Bennett, AICP, FRA-RA, Senior Planner



Summary:

This is an applicant-initiated Comprehensive map amendment to change an 11.8-acre parcel from Business-Park Center (BPC-2) to Institutional (INST) on the Future Land Use Map.

Compatibility Summary

The proposed request is for an Institutional Land Use (INST). For this site, the request is compatible because there are existing non-residential uses, such as governmental offices, medical offices, and a post office in close proximity. The designation of this site as an Institutional Use, combined with the other non-residential uses along the South Florida Avenue corridor, serves the needs of residents in South Lakeland. For these reasons, this request is compatible with the existing uses in the area.

Infrastructure Summary

Because the site is in the Transit Supportive Development Area, connected to the City of Lakeland public water and Polk County wastewater services will be required. There is sufficient roadway capacity. Public safety facilities and services are available.

Environmental Summary

There are wetlands, floodplains, and a floodway on the western portion of the site. The soils on the eastern portion of the site are marginal, but can be made adequate for development with modifications.

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-A9): Transit Supportive Development Areas
- Policy 2.116(A1-A5): Institutional
- Policy 2.123(B1-B5): Floodplain-Protection Areas
- Policy 2.123(C1-C6): Wetland-Protection Areas
- Policy 2.12(A1-A17): Transit Corridors and Centers Overlay
- Section 2.124-B: Airport-Impact Districts
- Policy 2.124(F1-F5): Redevelopment Districts

Findings of Fact

Request and Legal Status

- This is an applicant-initiated request for a Small-Scale Map Amendment to change property from Business-Park Center (BPC) to Institutional (INST) on approximately 11.8 acres.
- The current Land Development Code (LDC) land use district is BPC-2. The LDC land use district for the proposed request will default to INST-1.

- The subject site is within the Transit-Supportive Development Area (TSDA).
- The Business-Park Centers (BPC) Land Use designation is 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.
- The proposed request is for an Institutional (INST) use. This land use designation is intended to provide for the use and development of lands for private and public service structures with minimal external impacts such as schools, government facilities, cultural facilities, hospitals, and utilities.
- This portion of the State Road 37/South Florida Avenue corridor has a mixture of complementary non-residential uses, such governmental offices, medical offices, a post office, a restaurant and a bank. Establishing an INST land use district in this area is consistent with the surrounding uses and development trends in the immediate area.

Compatibility

- The existing uses surrounding the site are:
 - North – Woodlands and government uses (Department of Forestry)
 - West – A mixture of woodlands and residential uses, across the railroad
 - East – Post office, medical office
 - South – Woodlands and government office (Juvenile Justice)

Infrastructure

- Fire and Ambulance response is from Polk County Fire Rescue Station 2, located at 2523 Ewell Road, Lakeland. The estimated travel time is eight (8) minutes.
- The subject site is within the Sheriff Department’s Southwest District - 4120 US 98 South, Lakeland.
- The zoned schools for this site are Medulla, Elementary, Lakeland Highlands Middle, and George Jenkins High.
- Centralized potable water and sanitary sewer service is available from the City of Lakeland (potable water) and Polk County (sanitary sewer).
- The nearest monitored link for concurrency is State Road 37. This Minor Arterial has a standard Level of Service (LOS) of “D” and a current LOS of “C”. There is available capacity.
- There is transit service available to this site.
- A sidewalk is located along the project frontage.
- There are two parks (Christina Park and Loyce E. Harpe Park) located south of the site.

- The nearest environmental land is the Scott Lake Conservation Easement, located on the north side of County Road 540A, 1.75 miles east of the site.

Environmental

- The property has a variation in topography, with elevations between 137 to 154 feet.
- There are wetlands, floodplains, and a floodway on the western portion on the site.
- The soil types for this site are Haplaquents/Clayey and Arents Urban Land soils.
- According to the Protected Species Observations Data (Source: Florida Fish & Wildlife Conservation Commission), the site is within a one-mile buffer zone for observations of Animals.
- According to the Florida Department of State, Division of Historical Resources, there are no archeological sites listed in the Florida Master Site File.
- The subject site is not located on or near a Wellfield-Protection District. There is not a well on the site.
- The site is in the Lakeland Linder Airport Impact District.

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;
- 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.
- POLICY 2.116-A1: CHARACTERISTICS - Institutional areas are primarily characterized by private and public-service structures.
- POLICY 2.116-A3: LOCATION CRITERIA - Institutional development may occur within the lands designated Institutional on the Future Land Use Map Series, and in any other land use designation throughout the County, unless further prohibited by the Land Development Code the County in accordance with Section 163.3201(1), FS. The following factors shall be taken into consideration when determining the appropriateness of establishing new Institutional areas on the Future Land Use Map Series, or in approving the location for an institutional use not located within lands classified as Institutional:
 - a. Accessibility to roadways, with consideration being given to regional transportation issues for largescale institutional developments having a regional market.

- b. Proximity to incompatible land uses, which is dependent upon the intensity of the institutional use (buffering may be provided to mitigate adverse impacts).
- c. The locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10.
- d. Proximity to similar and compatible uses providing opportunities for shared facilities.
- e. Plans of the School Board and other public service agencies with jurisdiction in the County.

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

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

Development Review Committee Recommendation: Based on the information provided by the applicant, recent site visits, and the analysis conducted within this staff report, the Development Review Committee finds that with the proposed conditions, the proposed request **IS COMPATIBLE** with the surrounding land uses and general character of the area, **IS CONSISTENT** with the Polk County Comprehensive Plan and Land Development Code, and therefore, the Development Review Committee (DRC) recommends **APPROVAL of LDCPAS 2024-13**.

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

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

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

Data and Analysis

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

Surrounding Uses

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

Table 1 Surrounding Uses

Northwest: RL-3 Railroad, Residential	North: BPC-2 Vacant (Woodlands), Government Office (Department of Forestry)	Northeast: BPC-2, LCC Restaurant, Bank
West: RL-3 Railroad, Vacant (Woodlands)	Subject Property: BPC-2 Nursery	East: LCC Medical Office
Southwest: RL-3 Vacant (Woodlands)	South: LCC, BPC-2 Vacant (Woodlands), Government Office (Juvenile Justice)	Southeast: LCC Post Office
<i>Source: Polk County Property Appraiser, GIS Data Viewer and Staff Site Visit</i>		

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.”

For this site, the request is compatible because there are existing non-residential uses, such as governmental offices, medical offices, and a post office in close proximity. The LCC and Institutional land uses both permit clinics and medical offices, but group homes and medical facilities with overnight stays are not permitted in LCC. The designation of this site as an Institutional use, combined with the other non-residential uses along the South Florida Avenue corridor, serves the needs of residents in South Lakeland. For these reasons, this request is compatible with the existing uses in the area.

A. Land Uses

The purpose of Transit-Supportive Development Areas (TSDAs) is to 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 areas 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.

The proposed request is for an Institutional (INST) use. This land use designation is intended to provide for the use and development of lands for private and public service structures with minimal external impacts such as schools, government facilities, cultural facilities, hospitals, and utilities.

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.”

This property is surrounded by a mixture of uses. Vacant woodlands and residential uses, across a railroad, are west of the site. Woodlands and government offices are north and south of the site. Along South Florida Avenue, there are different types of non-residential uses, such as a post office, restaurant, medical office, and a bank. The site is in the TSDA, where connection to centralized potable water and wastewater is required. The proposed development will have direct ingress and egress onto State Road 37 (South Florida Avenue).

Nearest Elementary, Middle, and High School

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

Table 2: School Information

School	Annual Estimated Demand	Average driving distance from subject site
Medulla Elementary	0	.9 mile to the north
Lakeland Highlands Middle	0	1.7 miles to the northeast
George Jenkins High	0	4.1 miles east

Source: Polk County School Board website

Nearest Sheriff, Fire, and EMS Station

Table 3 below displays that the nearest Sheriff District office and Fire/EMS stations. Sheriff response times are not as much a function of the distance to the nearest sheriff’s substation, but more a function of the overall number of patrol officers within the County. The distance of the fire station is under three (3) miles which ensures a reasonable response time. The Sheriff’s office response time is just over 10 minutes for emergency calls.

Table 3 Public Safety Information

	Name of Station	Distance Response Time*
Sheriff	Southwest District - 4120 US 98 South, Lakeland	Priority 1 – 10:11 Priority 2 – 22:41
Fire	Polk County Fire Rescue Station 2, located at 2523 Ewell Road, Lakeland, FL 33801	2.3 miles, 8 minutes
EMS	Polk County Fire Rescue Station 2, located at 2523 Ewell Road, Lakeland, FL 33801	2.3 miles, 8 minutes

Source: Polk County Sheriff's Office & Polk County Fire Rescue. Response times for August 2024.

Fire and Ambulance response is from Polk County Fire Rescue Station 2, located at 2523 Ewell Road, Lakeland. The estimated travel time is eight (8) minutes.

Water and Wastewater

The proposed Comprehensive Plan Amendment will not have an impact on potable water and sanitary sewer systems due to limited use and available capacity. The project is in the City of Lakeland Water service area and Polk County's sewer service area.

A. Estimated Demand

It is anticipated that development on the property under the proposed land use designation will not negatively impact the minimum LOS for the existing facilities. Using a Floor Area Ratio (FAR) of .35, multiplied by 11.8 acres, results in a maximum buildout of 179,902 square feet.

Table 4 Estimated Water and Sewer Impact Analysis

Proposed Use: 11.8 +/- acres of medical office	Estimated Impact Analysis <i>Development Area: TSDA</i>	
	Current Land Use designation BPC	Proposed Land Use Designation INST
Permitted & Proposed use (SF)	179,902 SF Light Industrial (Warehouse)	179,902 SF Medical Office
Potable Water Consumption	179,902 GPD * .24 GPD/SF = 43,173 GPD	179,702 SF * .60 GPD/SF = 107,941 GPD
Wastewater Generation	179,902 GPD * .18 GPD/SF = 34,542 GPD	179,702 SF * .45 GPD/SF = 86,353 GPD
<i>GPD – Gallons Per Day; .24 GPD/SF rate for water/.18 GPD/SF rate for sewer is based on warehouse use .60 GPD/SF rate for water/.45 GPD/SF rate for sewer is based on medical office use Source: Polk County Concurrency Manual and Polk County Utilities</i>		

B. Available Capacity:

The subject site is in the City of Lakeland Water Service Area, with an 8-inch water line adjacent to the site along SR 37. The site is also in Polk County's Southwest Regional Utility Service Area.

This system is at 53% of the permit limit and has 1,771,000 gallons of uncommitted capacity. A 12-inch force main is located on the east side of SR 37, across from this site.

C. Planned Improvements:

No information is known currently for planned improvements to the local utilities.

Roadways/Transportation Network

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.

The site located on the west side of State Road 37 (South Florida Avenue). SR 37 is a four-lane, divided minor arterial.

A. Estimated Demand

Table 5, following this paragraph, shows the Average Annual Daily Trip (AADT) rate and the PM Peak hour trip rate. Using a Floor Area Ratio (FAR) of .35, multiplied by 11.8 acres, results in a maximum buildout of 179,902 square feet.

Table 5 Estimated Transportation Impact Analysis

Proposed Use: 11.8 acres of medical office	Estimated Impact Analysis (Business-Park Center (BPC) to Institutional (INST) <i>Development Area: TSDA</i>	
	Current Land Use designation BPC	Maximum Permitted in Proposed INST
	179,902 square feet (SF)	179,902 square feet (SF)
Average Annual Daily Trips (AADT)	179,902 SF * 4.87 trips/1,000 SF = 876 AADT	179,902 SF @ 34.8 AADT/1,000 SF = 6,261.5 = 6,261 AADT
PM Peak Hour Trips	179,902 SF * .65 peak hour trip/1,000 SF = 117 Peak Hour Trips	179,902 SF @ 3.46 AADT/1,000 SF = 622.46 = 623 Peak Hour Trips

Source: Table 1, For Minor Traffic Study, Polk County Minor Traffic Study Application ITE Code 110 (General Light Industrial) – Daily Trip Rate of 4.87 trips and a peak hour trip rate of .65 trip; ITE 720 (Medical-Dental Office Building) – 34.8 trips and a peak hour trip rate of 3.46 trips.

B. Available Capacity

The roads surrounding the subject site all have sufficient capacity available for full build out of the subject 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.

The property is accessed via SR 37 (South Florida Avenue). This road is a Minor Arterial, and is monitored for concurrency, The segment length is 2.7 miles, and extends from Pipkin Road West to Shepard Road. The road has an adopted Level of Service (LOS) standard of “D” and a current LOS of “C”. The table following this paragraph demonstrates that 691 vehicle trips are available in the northbound direction and 637 trips southbound.

Table 6 Road Capacity

Link # Direction		Road Name	Current LOS	Available Capacity	Minimum LOS Standard	5-Year Projected LOS
5805	North	SR 37 (South Florida Avenue from Shepard Road to Pipkin Road West)	C	691	D	C
5805	South		C	637	D	C
<i>Source: 2023 Polk County Roadway Network Database</i>						

C. Roadway Conditions

State Road 37 (South Florida Avenue) is a State-maintained facility. Based on observations by staff, the road appears to be in good condition. This road has drainage swales, with no curbs.

D. Sidewalk Network

There is a sidewalk along South Florida Avenue, in front of the site.

E. Planned Improvements:

There are no planned improvements with the immediate area of the site.

F. Mass Transit

The Lime Flex Line, offered by the Citrus Connection, serves this site. There is also a bus stop in front of this property.

Park Facilities and Environmental Lands

There are two park facilities (Christina Park and the Loyce E. Harpe Park) located south of this site. There are no environmental lands next to the subject property, with the Scott Lake Conservation Easement located just under two miles east of the site.

A. Location:

Christina Park is located on County Road 540A, ¼ mile south of the site. The Loyce E. Harpe Park is 1.75 miles (straight-line distance) from the subject property.

B. Services:

The Christina Park is a Community Park, containing pavilions, a picnic area, playground restrooms and five softball fields. The amenities at Loyce E. Harpe Park include Baseball Fields, Batting Cage, Biking/Cycling, Boat Launching Site, Disc Golf, Mountain Biking, Pavilion, Playground, Restrooms, Skate Park, Soccer Fields, Softball Fields, and Walking Paths/Trails.

C. Multi-use Trails:

There are no multi-use trails near this property.

D. Environmental Lands:

The Scott Lake Conservation Easement is located on the north side of County Road 540A, 1.75 miles east of the site.

Environmental Conditions

The site has marginal soils, with no known archeological or historical artifacts or structures. There are wetlands, floodplains, and a floodway on the western portions of the site.

A. Surface Water:

There are no surface waters on or near the site, although there may be an intermittent creek within the floodway on the western portion of the property.

The property has some variations in topography, with elevations between 137 feet on the western portion of the site, to 154 feet at the northeast corner of the property.

B. Wetlands/Floodplains:

There are wetlands, and floodplains, along with a floodway, on the western portion of the site.

C. Soils:

The subject site consists of Haplaquents/Clayey and Arents Urban Land soils as listed in Table 7 following this paragraph.

Table 7 Soils

Soil Name	Septic Tank Absorption Field Limitations	Limitations to Dwellings w/o Basements	% of Site (approximate)
Haplaquents/Clayey	Slight	Severe, wetness	33%
Arents Urban Land	Severe; ponding, perc slowly	Severe, ponding, shrink-swell	67%

Source: 1985 Soil Survey of Polk County, Florida, Applicant's Impact Assessment Statement

According to the Soil Survey of Polk County, both Haplaquents/Clayey and Arents Urban Land soils have “severe” limitations for buildings due to ponding and shrink-swell effects, and “severe” limitations for septic tanks usage due to ponding and slow percolation rates. The addition of suitable topsoil or some form of surfacing can reduce or overcome these limitations.

D. Protected Species

According to the Protected Species Observations Data (Source: Florida Fish & Wildlife Conservation Commission), this site is within a one-mile buffer radius zone for observations of Animals. No protected species or habitats were observed during the site visit.

E. Archeological Resources:

According to the Florida Department of State, Division of Historical Resources, there are no archeological sites listed in the Florida Master Site File.

F. Wells (Public/Private)

The subject site is not located on a wellfield. The nearest Wellhead Protection Zone for a public well is 1.5 miles south of the site.

G. Airports:

The site is within the Lakeland Linder Airport-Impact District, located 3.3 miles northwest of the site. The site is also within the Height Notification Zone for this airport. Due to the distance of the subject property away from the airport, no adverse impacts upon airport operations are expected.

Economic Factors

Construction of buildings in either land use creates temporary jobs. The INST designation has the potential to create permanent jobs thru the development of a medical facility. New business activity will need more goods and services, thereby generating more economic activity.

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.	Adjacent properties are developed with non-residential uses.

Comprehensive Plan Policy	Consistency Analysis
<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>POLICY 2.102-A4: TIMING - The development of land shall be timed and staged in conjunction with the cost-effective and efficient provision of supporting community services which, at a minimum, shall require compliance with the Plan's Level of Service requirements and the County's concurrency management system.</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"> 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: <ul style="list-style-type: none"> 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: <ul style="list-style-type: none"> 1. environmental sensitivity of the property and adjacent property; 2. surface water features, including drainage patterns, basin characteristics, and flood hazards; 3. wetlands and primary aquifer recharge areas; 4. soil characteristics; 5. location of potable water supplies, private wells, public well fields; and 6. climatic conditions, including prevailing winds, when applicable. 	<p>The South Florida Avenue/SR 37 corridor contains non-residential uses. Establishing an INST land use district in this area is consistent with the surrounding uses and development trends in the immediate area.</p> <p>The site is located in a Transit Corridor, which allows for more intensive/higher-density residential development to support the use of transit.</p> <p>Fire protection and EMS service is available approximately 3 miles to the southwest of the site.</p> <p>The non-residential use should not create demand on schools and parks.</p> <p>There are wetlands and floodplains on the western portion of the site, but proper site planning/development should not result in adverse impacts due to development of this site.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>POLICY 2.104-A1: DESCRIPTION - Transit Supportive Development Areas shall meet the following criteria:</p> <p>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;</p> <p>b. be supported by existing or planned urban type services that are programmed or expected for the 10-year planning horizon;</p> <p>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;</p> <p>d. include development criteria that:</p> <ol style="list-style-type: none"> 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. 	<p>The proposed request for an Institutional land use designation is within the TSDA.</p>
<p>POLICY 2.116-A3: LOCATION CRITERIA -</p> <p>Institutional development may occur within the lands designated Institutional on the Future Land Use Map Series, and in any other land use designation throughout the County, unless further prohibited by the Land Development Code the County in accordance with Section 163.3201(1), FS. The following factors shall be taken into consideration when determining the appropriateness of establishing new Institutional areas on the Future Land Use Map Series, or in approving the location for an institutional use not located within lands classified as Institutional:</p> <p>a. Accessibility to roadways, with consideration being given to regional transportation issues for largescale institutional developments having a regional market.</p> <p>b. Proximity to incompatible land uses, which is dependent upon the intensity of the institutional use</p>	<p>The proposed Institutional use is located on an arterial roadway, thereby allowing for regional transportation available to support a regional market.</p>

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<p>(buffering may be provided to mitigate adverse impacts).</p> <p>c. The locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10.</p> <p>d. Proximity to similar and compatible uses providing opportunities for shared facilities.</p> <p>e. Plans of the School Board and other public service agencies with jurisdiction in the County.</p> <p>The placement of institutional uses in other than lands classified as Institutional shall be subject to County approval through a Conditional Use Permit, or in accordance with land-development regulations adopted and/or amended by the County in accordance with Section 163.3201(1), FS.</p> <p>Educational facilities will be allowed in lands designated as Institutional, or in all other land uses, except Industrial as a community facility in accordance with policies of this Plan.</p>	
<p>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.</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"> 1.enlarge the off-site floodplain; 2.alter the natural function of the floodplain; nor 	<p>The western portion of this site is in the 100-year floodplain and contains a floodway. Compliance with Policy 2.123-B2, Development Criteria, will be necessary to ensure that development of the site does not impact the floodplain.</p>

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<p>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.</p>	
<p>POLICY 2.123-C1: DESIGNATION AND MAPPING - The Future Land Use Map Series shall designate and map as "Wetland-Protection-Area" overlay those areas generally described as wetlands by the Florida Land Use, Cover and Forms Classification System (FLUCCS) and/or as determined to be jurisdictional by appropriate regulatory agencies. These agencies include the Water Management Districts, the Florida Department of Environmental Protection, the U.S. Army Corps of Engineers, and Polk County.</p> <p>POLICY 2.123-C2: DEVELOPMENT CRITERIA - Development within a wetland, as determined by appropriate regulatory agencies having the authority to designate areas as wetlands and exercise jurisdiction over the wetlands so designated shall conform to the following criteria:</p> <p>a. Every reasonable effort shall be required to avoid or minimize adverse impacts on wetlands through the clustering of development and other site planning techniques. Mitigation will only be permitted in accordance with applicable state standards.</p> <p>b. Wetland impacts where unavoidable and where properly mitigated, as determined by agencies having jurisdiction, shall be permitted for:</p> <ol style="list-style-type: none"> 1.Resource-Based Recreational Uses as defined by this Plan that are compatible with wetland functions; 2.access to the site; 3.necessary internal traffic circulation, where other alternatives do not exist, or for purposes of public safety; 4.utility transmission and collection lines; 5.pre-treated storm-water management; 6.mining that meets state and federal regulations; or 7.expansion of an existing use or a new use where upon consultation with the appropriate regulatory agency (prior to permitting) it is determined that the proposed mitigation implements all or part of an agency or 	<p>The western portion of this site contains Freshwater Forested/Shrub Wetlands. Compliance with Policy 2.123-c2, Development Criteria, will be necessary to ensure that development of the site does not impact any wetlands.</p>

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<p>jurisdiction's plan and provides greater long term ecological value than the impact.</p> <p>c. Commercial and industrial development shall locate on the non-wetland portion of a development site.</p> <p>d. If a site is such that all beneficial use of the property is precluded due to wetland restrictions, then the parcel shall be allowed to develop as follows:</p> <p>1.a maximum of one dwelling unit per Lot of Record; or</p> <p>2.at a gross density of one dwelling unit per ten acres (1 DU/10 AC).</p> <p>No parcel shall be created after December 1, 1992, which consists entirely of wetlands, unless accompanied by a deed restriction which prohibits future development on the parcel.</p> <p>e. Development shall be required to locate on the non-wetland portions of a development site. The Land Development Code shall permit residential densities to be transferred from wetland areas to contiguous non-wetland areas within the same development subject to the provisions of Policy 2.123-C3.</p> <p>f. In accordance with Section 163.3184(6)(c), F.S., the County shall defer the delineation of jurisdictional wetland limits and wetland mitigation amounts to the applicable federal, state or regional permitting agency.</p> <p>g. All permits from an agency with jurisdiction shall be approved prior to, or concurrently with, the County issuing a final development order.</p> <p>h. Polk County will coordinate with regulatory agencies to identify and implement procedures to support compliance with permit terms and conditions as part of the County's building inspection and code enforcement activities.</p>	
<p>SECTION 2.124-A - TRANSIT CORRIDORS AND CENTERS OVERLAY.</p> <p>POLICY 2.124-A1: PURPOSE - Core Transit Corridors and Centers, as identified in the Transportation Planning Organization's (TPO) 2060 Transportation Vision Plan, provide the basis for the Transit Corridor and Centers Overlay. The overlay will provide a framework for land use policies and mobility strategies that:</p>	<p>The designation of this site as Institutional will promote compact, mixed-use development by introducing a medical use into an area that has primarily commercial, office, and light-industrial uses.</p>

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<p>a. Connect our city centers;</p> <p>b. Improve access to transit services including high speed rail service;</p> <p>c. Improve transit access to/from rural areas;</p> <p>d. Promote compact, mixed-use development;</p> <p>e. Improve travel connections and access between land uses;</p> <p>f. Provide a pedestrian-scale built environment and encourage pedestrian activity;</p> <p>g. Promote the provision of public spaces and improved access to public spaces;</p> <p>h. Implement reduced or flexible parking standards;</p> <p>i. Increase travel options as part of a multi-modal transportation system;</p> <p>j. Reduce reliance on single-occupant vehicles (SOV) and vehicle miles traveled; and</p> <p>k. Reduce energy consumption and greenhouse gas emissions</p>	
<p>SECTION 2.124-B - AIRPORT-IMPACT DISTRICTS.</p> <p>OBJECTIVE 2.124-B: The Polk County Plan shall provide for aviation-compatible land uses around airports licensed for public use, by limiting or restricting incompatible land uses and activities, as defined by the Polk County Airport Zoning Regulations of the Joint Airport Zoning Board (JAZB), consistent with the objectives and policies of the Transportation Element, Section 3.200.</p>	<p>The site is located in the Height Notification Zone for the Lakeland Linder International Airport. Due to the distance of the subject property away from the airport, no adverse impacts upon airport operations are expected.</p>
<p>POLICY 2.124-F1: DESIGNATION AND PURPOSE - Redevelopment Districts, and Redevelopment District Revitalization Plans, are intended to:</p> <p>a. utilize a comprehensive, strategic approach to identify the special needs of unincorporated communities comprised of predominantly low and moderate income residents;</p> <p>b. involve neighborhood residents in every phase of the planning process;</p> <p>c. develop action plans to meet the identified needs including, but not limited to, social and community</p>	<p>The subject property is located within the Medulla Redevelopment District. The redevelopment of this site for a medical facility should promote the economic vitality of the community by providing employment opportunities.</p>

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<p>services, infrastructure, transportation, economic development, law enforcement, and affordable housing;</p> <p>d. promote an enhanced living environment for the community, and a higher quality of life for community residents;</p> <p>e. promote the economic vitality of the community through the development of employment and business opportunities for community residents;</p> <p>f. encourage multi-model transportation options, particularly pedestrian and bicycle travel; and</p> <p>g. encourage community cohesion by promoting opportunities for the interaction of community residents, thereby engendering community pride, empowerment of residents, identification with, ownership of and participation in revitalization efforts, and a "sense of place."</p> <p>POLICY 2.124-F2: DESIGNATION AND MAPPING - The Future Land Use Map Series shall designate and map as "Redevelopment District" overlay those areas with a revitalization plan as approved or accepted by the Board. These areas are identified as being low to moderate income as defined by the United States Department of Housing and Urban Development income standards and the County. The non-prioritized "Redevelopment District" overlays include but are not limited to the following:</p> <p>Adams Grove, Babson Park/Highland Park, Bradley Junction, Crystal Lake, Davenport, Eaton Park, Echo Terrace, Eloise, Florence Villa, Fuller Heights, Fussells Corner (Carters), Griffin Quarters, Highland City, Highland Park Manor, Inwood, Jamestown, K-Ville, Kathleen, Lakeview Park, Lakewood Park, Mammoth Grove, Maxcy Quarters, <u>MEDULLA</u>, Mullinsville, Nichols, North Florida Heights, Old Polk City Road, Loughman, Lynchburg, Rolling Hills, Wabash, Wahneta, Washington Park, Waverly, Winston</p> <p>The "Redevelopment District" overlay shall be reviewed, at least annually, and amended, if necessary, to include any additional predominantly low and moderate income areas determined by the United States Department of Housing and Urban Development income standards and the County to be disproportionately in need of social and/or community services, infrastructure, transportation, economic</p>	

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development assistance, law enforcement, and/or affordable housing, based on an analysis of demographics, land use, crime, housing, infrastructure, and other physical and social conditions.	

Urban Sprawl Analysis

After analyzing the primary indicators of Urban Sprawl per *Policy 2.109-A10* of the Polk County Comprehensive Plan, it is apparent that the proposed request is not considered urban sprawl based on these criteria and it is permitted in the designated area. Table 9 (below) depicts the Urban Sprawl Criteria used by staff as indicators of Urban Sprawl.

Table 9 Urban Sprawl Criteria

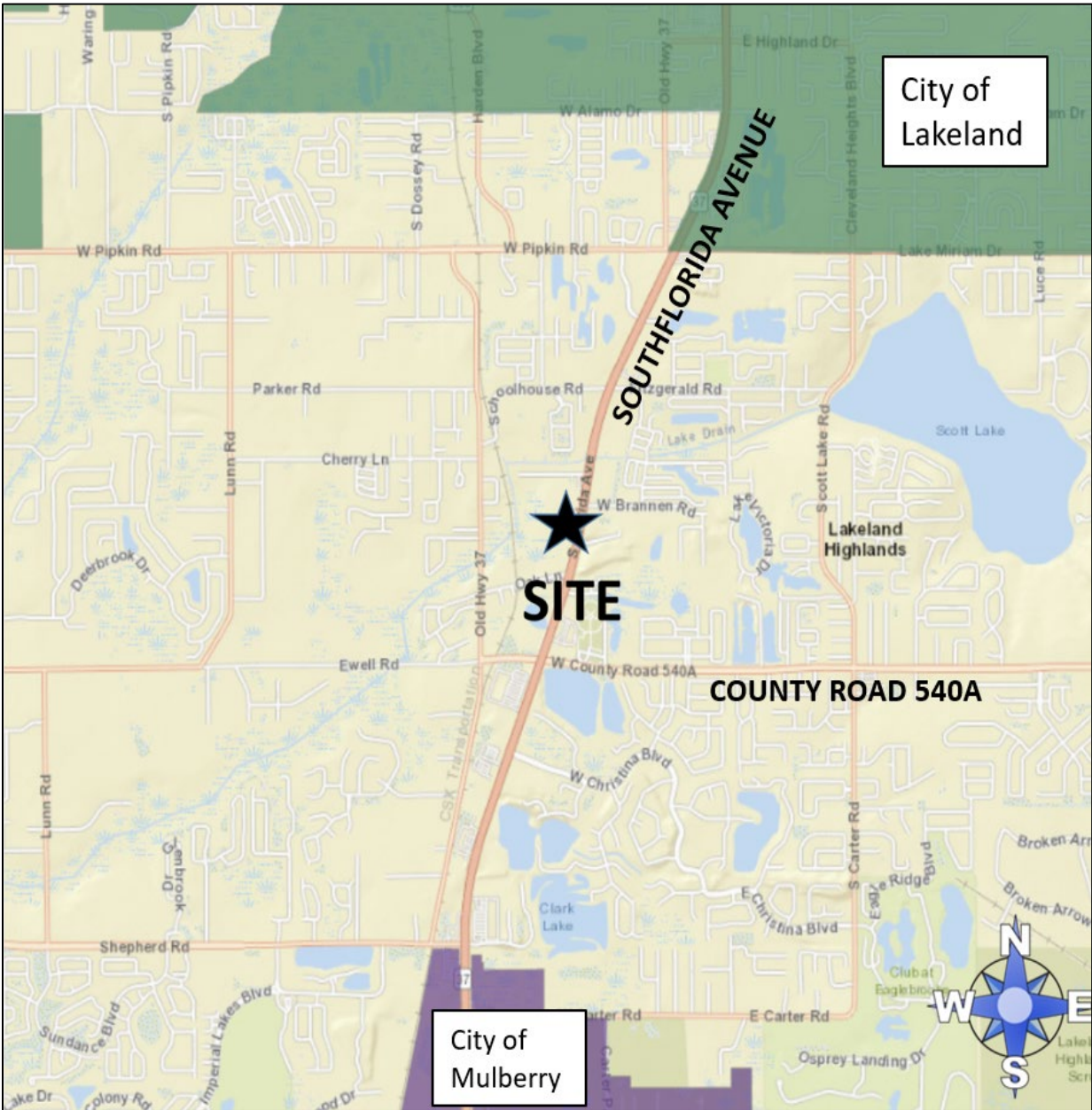
Urban Sprawl Criteria: The following criteria are the primary indicators of urban sprawl per Florida Statutes	
Urban Sprawl Criteria	Sections where referenced in this report
a. <i>Promotes substantial amounts of low-density, low-intensity, or single use development in excess of demonstrated need.</i>	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

None

Exhibits:

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



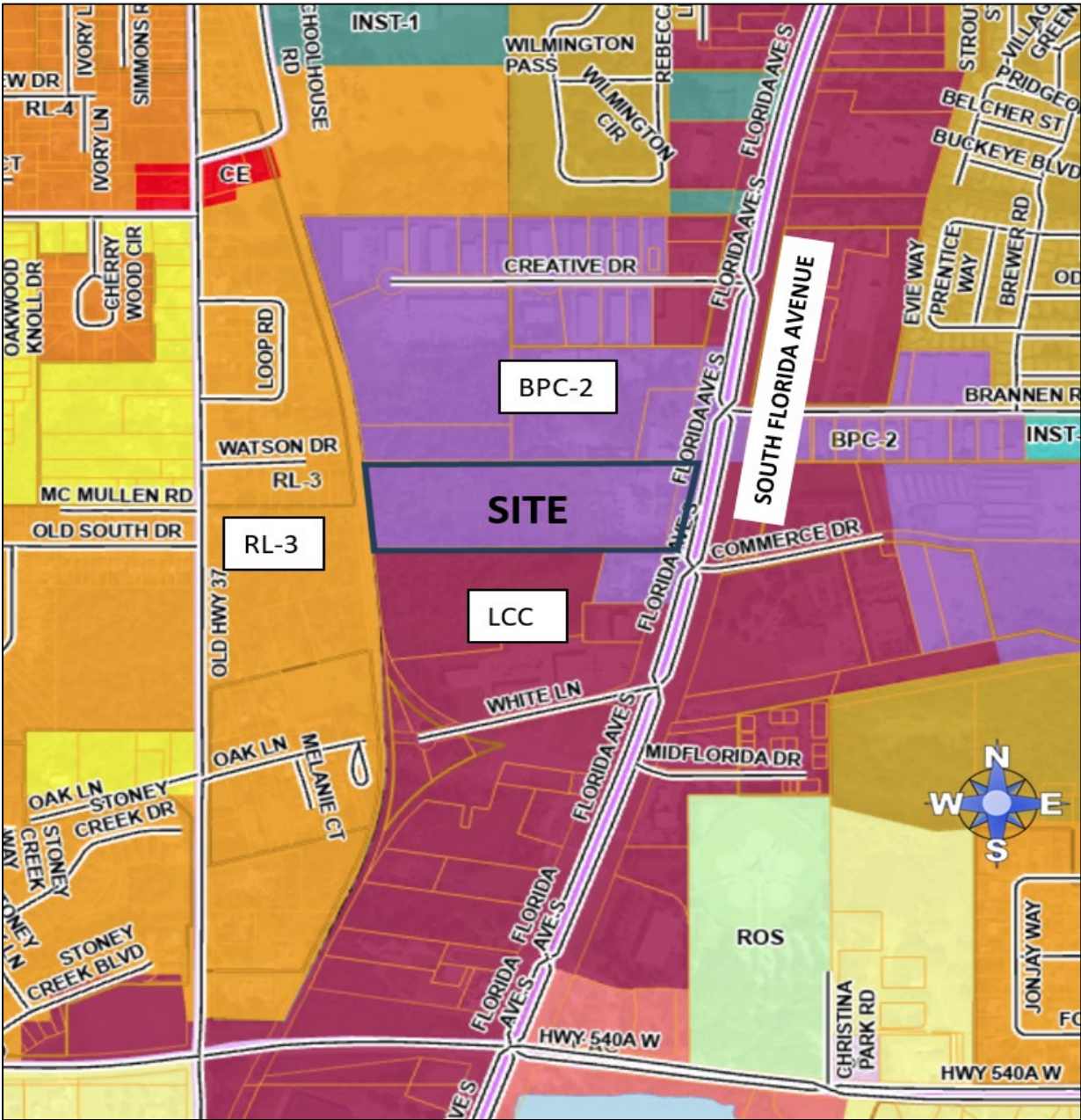
Location Map



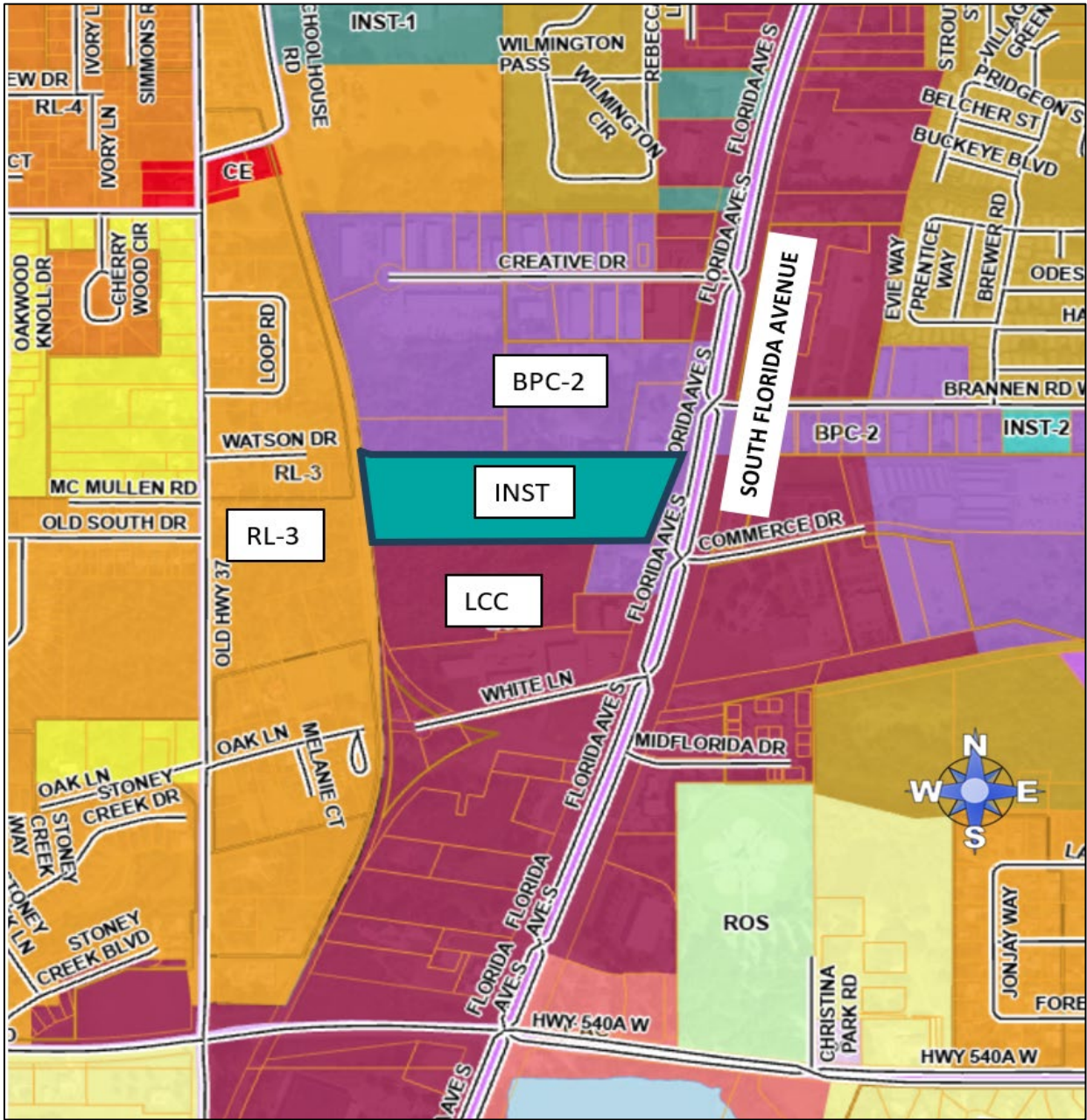
Location Map (Detailed)



2023 Aerial Photo



Current Future Land Use Map



Proposed Future Land Use Map