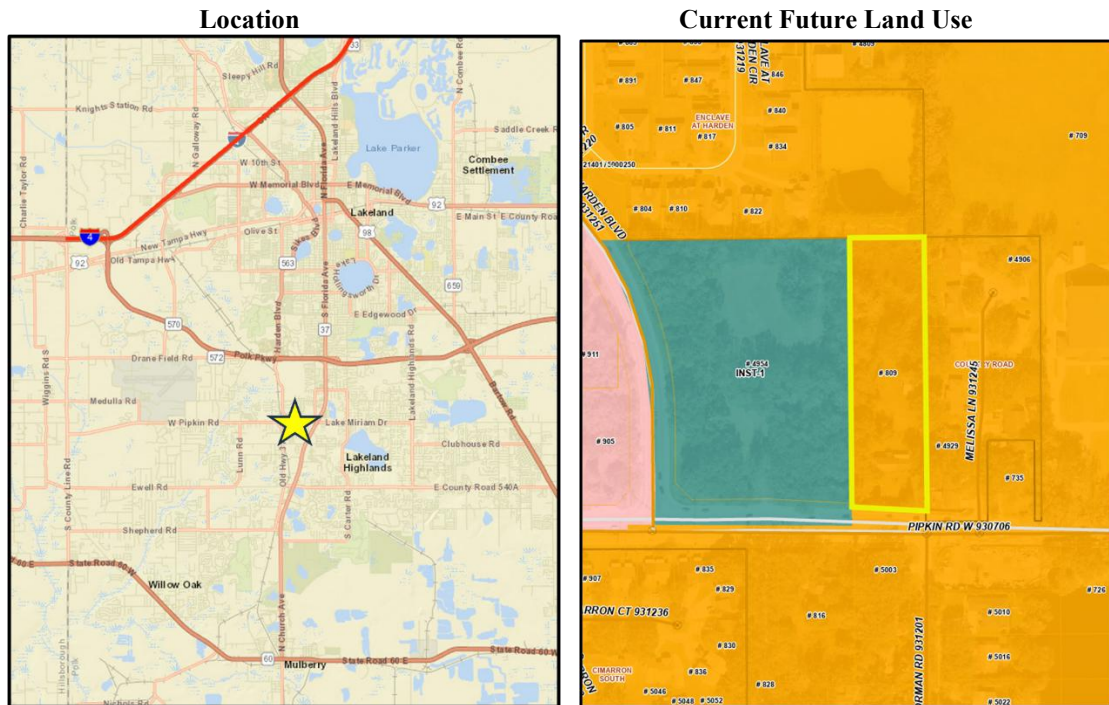


POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

ID #:	120
DRC Date:	July 31 st , 2025
Planning Commission Date:	October 1, 2025
BoCC Dates:	November 4 th , 2025
Applicant:	Matthew Johnson
Level of Review:	Level 4 Review, Comprehensive Plan Map Amendment
Case Number and Name:	LDCPAS-2025-22 Motor Vault East CPA
Request:	Small Scale Comprehensive Plan map amendment from Residential Low (RL) to Institutional (INST) on 2.28 +/- acres.
Location:	South of Alamo Drive West, west of State Road 37 (Florida Avenue South), north of Pipkin Road, east of Harden Boulevard, and south of Lakeland, in Section 12, Township 29, Range 23.
Property Owner:	Jennie Campano, Galya Campano
Parcel Size:	± 2.28 acres (232912-000000-034010)
Development Area/Overlays:	Transit Supportive Development Area (TSDA)
Future Land Use:	Residential Low (RL-3)
Nearest Municipality	Lakeland
DRC Recommendation:	Approval
Planning Commission Vote:	Approval (7-0)
Case Planner:	Johnathan (JP) Sims, Planner II



Summary

The applicant, Matthew Johnson, is requesting a Small-Scale Comprehensive Plan Amendment on behalf of the property owners, Jennie and Galya Campano, to change the Future Land Use Designations from Residential Low (RL) to Institutional (INST) on 2.28 +/- acres of property in the Transit Supportive Development Area (TSDA). Current Land Development Code district are Residential Low 3 (RL-3), and if approved, it will become Institutional (INST-1). Site is located south of Alamo Drive Wet, west of State Road 37 (Florida Avenue South), east of Harden Boulevard, and north of Pipkin Road, south of Lakeland city limits, in Sections 12, Township 29, and Range 23.

Compatibility Summary

This request will be compatible with the surrounding area as it has ingress/egress onto two large Urban Minor Arterial Roads in Harden Boulevard and Pipkin Road West. It has Institutional (INST-1) to the west of the site, Residential Low (RL-3) to the south, north, and east. There is The change in future land use from RL-3 to INST-1 would allow for the approved Motor Vault Lodge to expand onto this site.

Infrastructure Summary

The subject site has access to water from Lakeland Utilities. This was confirmed by Polk County Utilities GIS. Per the applicant's Impact Assessment Statement, site is planning to connect to sewer through Polk County Utilities by running a line from Dorman Road to the south to the subject site. There is sufficient road capacity on all surrounding road networks. Mass transit is available nearby, with a stop fairly close to the site on Pipkin Road West. Public safety response times are normal for this part of the County, and schools will not be impacted as this site is developing non-residentially. The request is compatible with the available infrastructure.

Environmental Summary

The nearest neighborhood park is the Seminole Park 2.2 miles north of the site and the nearest regional Park is Christina Park 1.5 miles to the south of the subject site. The elevation for the site is relatively flat with a low elevation of 166 and a high of 170. Site does not reside within the Polk Green Network Connection. There are no wetlands or flood zone on site. The soils are a mix of Tavares fine sand and Smyrna and Myakka fine sands.

Comprehensive Plan

The relevant sections of the Comprehensive Plan that are applicable to the project request:

- Policy 2.102(A1-A15): Growth Management Policies
- Policy 2.102-A10 Location Criteria
- Policy 2.104(A1-A5): Transit Supportive Development Area (TSDA)
- Policy 2.116(A3-A4): Institutional

Findings of Fact

Request and Legal Status

- This is an applicant-initiated request for the Future Land Use designation change from Residential Low (RL) to Institutional (INST).
- Current Land Development Code is Residential Low 3 (RL-3)
- If approved, site will default to Institutional (INST-1)

Compatibility

- The existing uses surrounding the site are:
 - North – RL-3; Enclave at Harden, a single-family residential neighborhood.
 - West – INST-1; future site of Motor Vault Lodge
 - East – RL-3; single-family residential neighborhood.
 - South – RL-3; single-family residential neighborhood.
- The general area to the east, north, and south of the subject site includes mostly single family detached. To the west is the future site of Motor Vault Lodge, which this subject site will become an expansion of.

Infrastructure

- The zoned schools for the site are Medulla Elementary, Southwest Middle, and George Jenkins High School.
- Polk County Fire Rescue Station 2 will be the response unit for fire and EMS for this site. It is located at 2523 Ewell Road and is 3.1 miles from the subject site.
- The subject site is within the Sheriff Department's Southwest District. The Southwest District Office is located at 4120 US Highway 98 in Lakeland.
- The subject site will be serviced by Lakeland's Utility Service Area for potable water, but per Polk County GIS information, wastewater is handled by the Southwest Regional Utility Service Area. Applicant is planning to run a line south of the site to connect to a force main on Dorman Road.
- There are sidewalks that run along the south side of the subject site along Pipkin Road West and up onto Harden Boulevard on the west side of the subject site.
- The closest mass transit route is the Lime Flex Line through Citrus Connection route with the closest stop being Stop 1179 which is about 500 feet west from the subject site.
- The nearest regional park is Christina Park 1.5 miles south of the site on County Road 540A, and the nearest neighborhood Park is Seminole Park 2.2 miles to the north of the subject site.

Environmental

- The site is relatively flat with a high elevation of 170 feet at the south end of the site down to a low elevation of 166 feet at the north end of the site. Center of the site is 169 feet.
- There are no wetlands or flood zone on the subject site.
- The soil type for the subject site is comprised of Tavaras fine sand and Smyrna and Myakka fine sands.
- According to Polk County Endangered Habitat Maps, the subject site is not located within a one-mile radius of an observation of a protected animal species (Source: Florida Department of Environmental Protection, 2015).
- There are no known archeological or historical resources on the subject site per data from the Florida State Historical Commission.
- There are no wells on the subject site and it is not located in a wellfield.
- Site does not reside within a Polk Green Network Connection site.
- The subject site is located within the Lakeland Regional Airport Impact District (AID) and Airport Height Notification Zone. The Airport Height Notification Zone is established to regulate the height of structures and objects of natural growth in areas lying beneath the primary, approach, transitional, horizontal and conical surfaces around each public-use airport in Polk County. As the subject site is east of the Lakeland Regional Airport it is in the Conical Surface Limit boundary. The Conical Surface, according the Polk County Airport Zoning Regulations (Adopted 09/06/2019), is a surface extending outward and upward from the periphery of the horizontal surface at a slope of 20 to 1 for a horizontal distance of 4,000 feet. No height limitation is provided for Conical Surface in the Polk County Airport Zoning Regulations.

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-A2: DESIGNATION AND MAPPING** - The Future Land Use Map Series shall designate and map TSDAs for those areas of the County meeting the general characteristics of this Section 2.104.
 - **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.

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

- **POLICY 2.104-A4: OVERLAY DISTRICTS** - All overlay Districts shall be permitted within TSDAs and UGAs in accordance with applicable criteria.
- **POLICY 2.104-A5: DEVELOPMENT CRITERIA** - Development within the Transit Supportive Development Areas shall conform to the following criteria as further specified by the Land Development Code:
 - a.provide access to transit facilities;
 - b.connect to centralized potable water and sanitary sewer systems;

- c.incorporate design features that promote healthy communities and green building practices, as established in Section 2.1251, Community Design, of this element;
 - d.implement "Complete Street" and "Conservation Development" principles as established under Section 2.1251, Community Design, of this element;
 - e.integrate pedestrian-oriented features, including sidewalks, trails or walkways into every development including appropriate pedestrian shelters or awnings;
 - f.provide access to civic space, parks, green areas, and open space and other amenities;
 - g.be supported by public safety (i.e., fire, EMS and law enforcement);
 - h.have access to public schools;
 - i.provide connectivity with adjacent uses within the TSDA, and facilitate connectivity between the TSDA and other urban centers and the rural development areas.
 - j.encourage the inclusion of a variety of housing choices, other than single family detached homes, townhomes, condominiums, and residential units in mixed use buildings by establishing minimum densities that preclude the exclusive use of single family detached units within designated areas as established in Policy 2.104-A7.
- POLICY 2.104-A6: GENERAL INCENTIVES - Polk County shall encourage and promote compact, mixed-use by allowing:
 - a.increased densities and intensities within the Transit Corridors and Centers Overlay District subject to Policy 2.104-A7; and
 - b.increased densities for affordable or workforce housing subject to Policy 2.104-A7.
- POLICY 2.104-A7: DENSITIES AND INTENSITIES - To promote energy efficient land use patterns and compact mixed-use development, the TSDA and the Transit Corridors and Centers Overlay (TCC Overlay) within the TSDA shall include higher densities and intensities of development. The maximum densities and intensities listed in Table 2.104.1 exceed those listed in Policy 2.109-A1 and Policy 2.119-A1 and the policies that include the description for each of the referenced land use category as provided for within this Element. The Mixed Use category within Tables 2.104.1 and 2.104.2 is for those non-residential land use categories that permit residential as provided for in this Element or the Appendices for the Selected Area Plans (SAP). The Transit Corridors and Centers Overlay includes three separate components that expand the residential density of selected Future Land Use Districts. These three components as depicted in Figure 1. include:
 - a.Transit Corridor - an area within ¼ mile of fixed route transit service;
 - b.Transit Center - an area within a one mile radius of the point of access for transit services; and
 - c.Transit Center Core - an area within ¼ mile of the point of access for transit services.

Maximum densities are established within the TSDA and the respective components of the Transit Corridors and Centers Overlay as listed in Table 2.104.1. The maximum densities are not guaranteed within the respective land use categories and shall only be permitted subject to the requirements established in Policy 2.104-A5 Development Criteria and Policy 2.124-A3 Design Principles. Table 2.104.1 also includes recommended minimum densities to support future investments in public transportation. These recommended minimum densities may be required under the Land Development Code to coincide with planned public or private sector transit investments. Residential projects with less than the recommended minimum density will be encouraged to include a site design that allows for project phasing in order to preserve the maximum development potential of the subject parcel(s).

- **POLICY 2.116-A3: LOCATION CRITERIA** - Institutional development may occur within the lands designated Institutional on the Future Land Use Map Series, and in any other land use designation throughout the County, unless further prohibited by the Land Development Code the County in accordance with Section 163.3201(1), FS. The following factors shall be taken into consideration when determining the appropriateness of establishing new Institutional areas on the Future Land Use Map Series, or in approving the location for an institutional use not located within lands classified as Institutional:
 - a. Accessibility to roadways, with consideration being given to regional transportation issues for largescale institutional developments having a regional market.
 - b. Proximity to incompatible land uses, which is dependent upon the intensity of the institutional use (buffering may be provided to mitigate adverse impacts).
 - c. The locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10.
 - d. Proximity to similar and compatible uses providing opportunities for shared facilities.
 - e. Plans of the School Board and other public service agencies with jurisdiction in the County.
 - The placement of institutional uses in other than lands classified as Institutional shall be subject to County approval through a Conditional Use Permit, or in accordance with land-development regulations adopted and/or amended by the County in accordance with Section 163.3201(1), FS.
 - Educational facilities will be allowed in lands designated as Institutional, or in all other land uses, except Industrial as a community facility in accordance with policies of this Plan.
- **POLICY 2.116-A4: DEVELOPMENT CRITERIA** - Institutional development shall conform to the following criteria:
 - a. Institutional uses include, but are not limited to: private and public-service structures. These commonly include:
 - 1. public and private educational facilities;
 - 2. government-administration buildings;
 - 3. public-safety structures (e.g. police and fire);
 - 4. cultural facilities (e.g. libraries, museums, and performing-arts theaters);

- 5.health-care facilities e.g. hospitals, medical centers, clinics, nursing homes, adult day care centers, group homes, group living facilities, emergency shelters, residential treatment facilities [1].
- b.Large institutional areas should be designed so that the more intensive uses are at the center of the development, with less intensive uses near the fringes.
- c.Prior to site planning, the School Board, independent special districts and other governmental entities shall communicate to one another to pursue potential colocation of government services.
- d.Commercial uses within institutional areas mapped on the Future Land Use Map Series shall be primarily for the purpose of serving the institutions within the area and shall be limited to a scale appropriate for that purpose.
- e.Institutional sites shall be designed to provide for:1.Adequate parking to meet the present and future demands of the use.2.Buffering where the effects of lighting, noise, odors, and other such factors would adversely affect adjacent land uses. Parking lots, loading areas, dumpsters, utilities and air conditioning units, signage, etc. are examples of facilities which may require special buffering provisions.
- f.Multi-family residential uses may be permitted at densities up to and including 15 dwelling units per acre as part of a Planned Development. Residential uses may be permitted according to the following:
 - 1.Residential uses shall only be established adjacent to or in conjunction with a university, college, vocational school or other similar educational institution.
 - 2.Residential development shall be intended to primarily meet the housing needs for students and facility members of the nearby educational institution
- g.Recreational uses accessory to the institutional use or compatible with the location of the institutional district.

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 2025-22.**

Planning Commission Recommendation: On October 1, 2025, in an advertised public hearing, the Planning Commission voted 7:0 to **recommend APPROVAL of LDCPAS-2025-22.**

***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.

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; Enclave at Harden single-family residential	North RL-3; Enclave at Harden single-family residential	Northeast RL-3; Ardella Baptist Church
West INST-1; Motor Vault Lodge future development	Subject Site RL-3; single-family residential	East RL-3; single-family residential
Southwest RL-3; single-family residential	South RL-3; single-family residential	Southeast RL-3; single-family residential

Source: Polk County Geographical Information System and site visit by County staff

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 purpose of TSDA 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 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 request is a Future Land Use designation that will become an expansion of an already approved development to the west, the Motor Vault Lodge. There is currently a single-family residence on site, but it will be developed to fit with the lodge that is going to the west.

B. Infrastructure

The subject site will be serviced by Lakeland’s Utility Service Area for potable water, but per Polk County GIS information, wastewater is available on Dorman Road to the south. The applicant has stated that they intend to run a wastewater line from the subject site south onto Dorman Road to connect to sewer through Polk County’s Southwest Regional Service Area. The site has access south onto Pipkin Road West, but as an expansion of the Motor Vault, will also be able to access Harden Boulevard to the west. There is available transportation capacity on both roads. Public safety response times are normal for this part of the County. While there is capacity within the schools, this site is not expected to generate students. The request is compatible with the available infrastructure.

Nearest Elementary, Middle, and High School

The schools zoned for the subject property are the zoned schools listed in Table 2 below. Per the requirements in Chapter 7 of the Land Development Code, the applicant will have to work out capacity for any development request with the school board.

Table 2 School Information

Name of School	Annual Estimated Demand	% Capacity 2024-2025 School Year	Average driving distance from subject site
Medulla Elementary School	0 students	65%	1.4 miles
Southwest Middle School	0 students	61%	3.7 miles
George Jenkins High School	0 students	102%	5 miles

Source: Polk County School Board, Polk County Impact Fee Ordinance, GIS

It is important to note that the site is intended to develop with a non-residential use, so no students are anticipated to be generated. In addition, the policies in the Comprehensive Plan limits any residential to multifamily associated with a university or college.

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.

Table 3 Public Safety Information

	Name of Station	Distance Response Time*
Sheriff	Southwest District Command Unit (4120 US 98 South, Lakeland)	7.2 +/- miles Priority 1 – 8:49 Priority 2 – 26:26
Fire/ EMS	Station #2 (2523 Ewell Rd, Lakeland)	3.1 +/- miles

Source: Polk County Sheriff's Office & Polk County Fire Rescue. Response times for July 2025.

Water and Wastewater

A. Estimated Demand

Table 4 Estimated Water and Sewer Impact Analysis

Permitted Intensity	Maximum Permitted in Existing Land Use RL-3	Maximum Permitted in Proposed INST-1
2.28 +/- acres	2.28 +/- acres X 7 du/ac = 15 du	2.28 +/- acres = 99,317 sq ft X 0.25 FAR = 24,829 sq ft
Potable Water Consumption	15 du X 360 GPD = 5,400 GPD	24,829 sq ft X 0.24 = 5,959 GPD
Wastewater Generation	15 du X 270 GPD = 4,050 GPD	5,959 GPD X 80% = 4,767 GPD

Source: Concurrency Manual: RL-3 for single family residence is 360 GPD for water and 270 GPD for wastewater, INST-1 uses Government Offices as LDA, with 0.25 FAR, 0.24/sf for water, and 80% of water for wastewater. Site sits within TSDA which allows up to 7 du/ac for RL.

B. Service Provider

The subject site is within the Lakeland Utility Service Area for potable water, but wastewater will be handled by Polk County Utilities. Applicant is planning to connect to wastewater lines south of the subject site on Dorman Road. The proposed INST-1 has the potential to require more water and generate more wastewater with than the current land use and more.

C. Available Capacity

Staff has not been provided the information for water capacity as service is handled by Lakeland Utilities. With sewer, the following table does show that the Southwest Wastewater Treatment Facility does have available capacity.

System Status								
	Current Working Permit Limit (MGD)	Current Flow (MGD)	Percent of Current Limit Used Today (%)	Available Flow-Capacity Today (MGD)	Firm Commitments (MGD)	Uncommitted Capacity (MGD)	System Growth Rate (MGD/year)	Time Until Flow Exceeds Limit (Years)
Southwest Regional WWTF	4.000	2.131	53%	1.869	0.098	1.771	0.041	> 20

D. Planned Improvements

There are no improvements planned at this time.

Roadways/Transportation Network

A. Estimated Demand

Table 5, following this paragraph, shows the Average Annual Daily Trip (AADT) rate and the PM Peak hour trip rate. The Future Land Use change may result in higher trips. However, it is already developed with a religious institution.

Table 5 Estimated Transportation Impact Analysis

Permitted Intensity	Maximum Permitted in Existing Land Use RL-3	Maximum Permitted in Proposed INST-1
2.28 +/-acres	2.28 +/- acres X 7 du/ac = 15 du	2.28 +/- acres = 99,317 sq ft X 0.25 FAR = 24,829 sq ft / 1,000 = 25 sq ft
Average Annual	15 du X 7.81 AADT = 118 Trips (100% New Trips)	25 sq ft X 22.59 AADT = 503 Trips (89% New Trips)
PM Peak	15 du X 1 AADT = 15 Trips	25 sq ft X 2.68 AADT = 60 Trips

Source: Concurrency Manual and Table for Minor Traffic Study –Residential Low Single-Family Housing at 7.81 AADT and 1 PM Peak Hours (100% new trips), and INST-1 for General Government Office uses 22.59 AADT and 1.71 AADT at PM Peak Hours.

B. Available Capacity

The roads surrounding the subject site have sufficient PM Peak capacity available for a lodge. The site is currently developed with a single-family home, but is expected to develop as an expansion to the Motor Vault Lodge already approved to the west. Since it also serves as a storage facility and is not an everyday use, capacity should not be a problem. The table after this paragraph provides the current PM Peak Hour capacities of the nearby road links. It is also relevant to consider the distribution of traffic as it leaves a development site. As traffic leaves a site the impact is not at the same intensity the farther away from the site as it is at the driveway.

Table 6					
Link #	Road Name	Current LOS	Available Capacity	Minimum LOS Standard	Projected Five Year LOS
8013N	Harden Boulevard (Pipkin Road W to SR 570)	D	610	E	D
8013S		D	581	E	D
8339E	Pipkin Road W (Harden Blvd to SR 37)	D	341	D	D
8339W		D	302	D	D
Source: Polk Transportation Planning Organization, Roadway network Database 2025					

C. Roadway Conditions

Pipkin Road West is an Urban Minor Arterial with available capacity in both directions. Harden Boulevard is also an Urban Minor Arterial. The Pavement Condition Index (PCI) for Pipkin Road West is Very Good while Harden Boulevard has a PCI rating of Good. The condition of the roadways and the LOS change over time. The conditions are addressed when development accesses a road during the Level 2 Review. LOS is a tool that can limit the intensity of a development.

D. Sidewalk Network

There are sidewalks that run along the south side of the subject site along Pipkin Road West and up onto Harden Boulevard on the west side of the subject site.

E. Planned Improvements:

Pipkin Road West is currently under construction to widen and improve it from SR 37 down to Medulla Road.

F. Mass Transit

The closest mass transit route is the Lime Flex Line through Citrus Connection route with the closest stop being Stop 1179 which is about 500 feet west from the subject site.

Park Facilities:

The following analysis is based on public recreation facilities.

A. Location:

The nearest neighborhood park is Seminole Park 2.2 miles north of the subject site and the nearest regional Park is Christina Park 1.5 miles to the south of the subject site on County Road 540A.

B. Services:

Christina Park has a Pavilion, Picnic Area, Playground, Restrooms, and Softball Fields. Seminole Park has open space.

C. Multi-use Trails:

The closest free hiking trail is in the Lakeland Highlands Scrub which is located at 6998 Lakeland Highlands Road in Lakeland.

D. Environmental Lands:

This site contains no County owned environmental lands. The closest environmental lands to the site are the Scott Lake Conservation Easement located 2.4 miles southeast on County Road 540A.

E. Planned Improvements:

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

Environmental Conditions

The following is information pertaining to the environmental conditions on the subject site.

A. Surface Water:

There is no surface water on the subject site. Site does not reside within a Polk Green Network Connection site.

B. Wetlands/Floodplains:

There are no wetlands or floodplains on the subject site.

C. Soils:

The subject site is comprised of a mix of soil types as listed in Table 8 following this paragraph.

Table 8

Soil Name	Septic Tank Absorption Field Limitations	Limitations to Dwellings w/o Basements	% of Site (approximate)
Tavares fine sand, 0 to 5 percent slopes	Moderate: wetness	Slight	71%
Smyrna and Myakka fine sands	Severe: wetness, poor filter	Severe; wetness	29%

*Source: Soil Survey of Polk County, Florida, USDA, Soil Conservation Service *Because of poor filtration, ground water contamination is a hazard in many areas that have a concentration of homes with septic tanks.*

D. Protected Species

According to the Florida Biodiversity Matrix GIS application, 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. 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 in a Wellfield Protection District and does not have any wells on site. The site is connecting to water through Lakeland Utilities.

G. Airports:

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

Economic Factors:

If site is developed with proposed Motor Vault, it will act as a retreat or lodge to people who share an enthusiasm for automobiles. This could increase the value of the area since it would bring in a specific type of clientele.

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 and Land Development Code

Comprehensive Plan Policy	Consistency Analysis
POLICY 2.102-A2: COMPATIBILITY - Land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other Policies in this Future Land Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.	The Comprehensive Plan permits a variety of different Future Land Use designations in urban areas and contribute to a combination of mixed uses. Institutional would not be out of context with the surrounding area as it is a designation allowed to anywhere within the County.
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 lands surrounding the subject site are already primarily single-family homes, with Institutional to the west with an already approved development. Lakeland Utilities are readily available in this area for water. Site accesses onto two Urban Minor Arterial roads. This request is consistent with this policy.
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.	The timing is consistent with the growth in the area as it is expected to grow with the expansion and improvement of Pipkin Road West. There is ample connectivity to water and electricity. Fire and Sheriff are close by with low response times. Schools that are zoned for the site are not at capacity, but the site is developing non-residentially so schools will not be impacted. The overall parcel does not contain wetlands or floodplains. The site currently has a single-family residence on it but will become an expansion of the Motor Vault Lodge to the west.
POLICY 2.102-A10: LOCATION CRITERIA - The following factors shall be taken into consideration when determining the appropriateness of establishing or expanding any land use or development area: a. nearness to incompatible land uses and future land uses, unless adequate buffering is provided, b. nearness to agriculture-production areas; c. distance from populated areas; d. economic issues, such as minimum population support and market-area radius (where applicable); e. adequacy of support facilities or adequacy of proposed facilities to be provided by the time of development, including, but are not limited to: 1. transportation facilities, including but not limited to,	

Comprehensive Plan Policy	Consistency Analysis
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;	Institutional is allowed in the TSDA. There are sidewalks on the front of the property along Pipkin Road West and Harden Boulevard. The change from Residential Low to Institutional will complement the surrounding land uses.

Comprehensive Plan Policy	Consistency Analysis
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.	The proposed Institutional Future Land Use designation is permitted in the TSDA. The applicant will be required to demonstrate consistency with the TSDA Development Criteria. Therefore, this request is consistent with the TSDA policies. The site is connecting to water through Lakeland Utilities. Applicant is running a wastewater line to a force main on Dorman Road to the south, which is handled by Polk County Southwest Utility Service Area. The sidewalks fronting the property promote walkability in the surrounding area. Public Safety is readily available nearby. The zoned high school does have a capacity issue, but as Institutional does not allow Single Family Residential uses in nature, there should be no student generation caused by the Future Land Use Change.
POLICY 2.104-A5: DEVELOPMENT CRITERIA - Development within the Transit Supportive Development Areas shall conform to the following criteria as further specified by the Land Development Code: a.provide access to transit facilities;b.connect to centralized potable water and sanitary sewer systems;c.incorporate design features that promote healthy communities and green building practices, as established in Section 2.1251, Community Design, of this element;d.implement "Complete Street" and "Conservation Development" principles as established under Section 2.1251, Community Design, of this element;e.integrate pedestrian-oriented features, including sidewalks, trails or walkways into every development including appropriate pedestrian shelters or awnings;f.provide access to civic space, parks, green areas, and open space and other amenities;g.be supported by public safety (i.e., fire, EMS and law enforcement);h.have access to public schools;i.provide connectivity with adjacent uses within the TSDA, and facilitate connectivity between the TSDA and other urban centers and the rural development areas.j.encourage the inclusion of a variety of housing choices, other than single family detached	

Comprehensive Plan Policy	Consistency Analysis
homes, townhomes, condominiums, and residential units in mixed use buildings by establishing minimum densities that preclude the exclusive use of single family detached units within designated areas as established in Policy 2.104-A7.	
POLICY 2.116-A1: CHARACTERISTICS - Institutional areas are primarily characterized by private and public-service structures. POLICY 2.116-A2: DESIGNATION AND MAPPING -Institutional areas shall be designated and mapped on the Future Land Use Map Series as "Institutional" (INST) and shall include all major existing institutional areas which are not included within an Activity Center, Linear Commercial Corridor, or Commercial Enclave. 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 site being changed to Institutional will allow for the site to be used as an expansion of the Motor Vault Lodge to the west. Harden Boulevard and Pipkin Road West are both Urban Minor Arterial which is suitable for the Institutional land use.

Comprehensive Plan Policy	Consistency Analysis
The placement of institutional uses in other than lands classified as Institutional shall be subject to County approval through a Conditional Use Permit, or in accordance with land-development regulations adopted and/or amended by the County in accordance with Section 163.3201(1), FS. Educational facilities will be allowed in lands designated as Institutional, or in all other land uses, except Industrial as a community facility in accordance with policies of this Plan. POLICY 2.116-A4: DEVELOPMENT CRITERIA - Institutional development shall conform to the following criteria: a. Institutional uses include, but are not limited to: private and public-service structures. These commonly include: 1. public and private educational facilities; 2. government-administration buildings; 3. public-safety structures (e.g. police and fire); 4. cultural facilities (e.g. libraries, museums, and performing-arts theaters); 5. health-care facilities e.g. hospitals, medical centers, clinics, nursing homes, adult day care centers, group homes, group living facilities, emergency shelters, residential treatment facilities [1]. b. Large institutional areas should be designed so that the more intensive uses are at the center of the development, with less intensive uses near the fringes. c. Prior to site planning, the School Board, independent special districts and other governmental entities shall communicate to one another to pursue potential colocation of government services. d. Commercial uses within institutional areas mapped on the Future Land Use Map Series shall be primarily for the purpose of serving the institutions within the area and shall be limited to a scale appropriate for that purpose. e. Institutional sites shall be designed to provide for: 1. Adequate parking to meet the present and future demands of the use. 2. Buffering where the effects of lighting, noise, odors, and other such factors would adversely affect adjacent land uses. Parking lots, loading areas, dumpsters,	

Comprehensive Plan Policy	Consistency Analysis
utilities and air conditioning units, signage, etc. are examples of facilities which may require special buffering provisions.f.Multi-family residential uses may be permitted at densities up to and including 15 dwelling units per acre as part of a Planned Development. Residential uses may be permitted according to the following:1.Residential uses shall only be established adjacent to or in conjunction with a university, college, vocational school or other similar educational institution.2.Residential development shall be intended to primarily meet the housing needs for students and facility members of the nearby educational institution g. Recreational uses accessory to the institutional use or compatible with the location of the institutional district.	

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

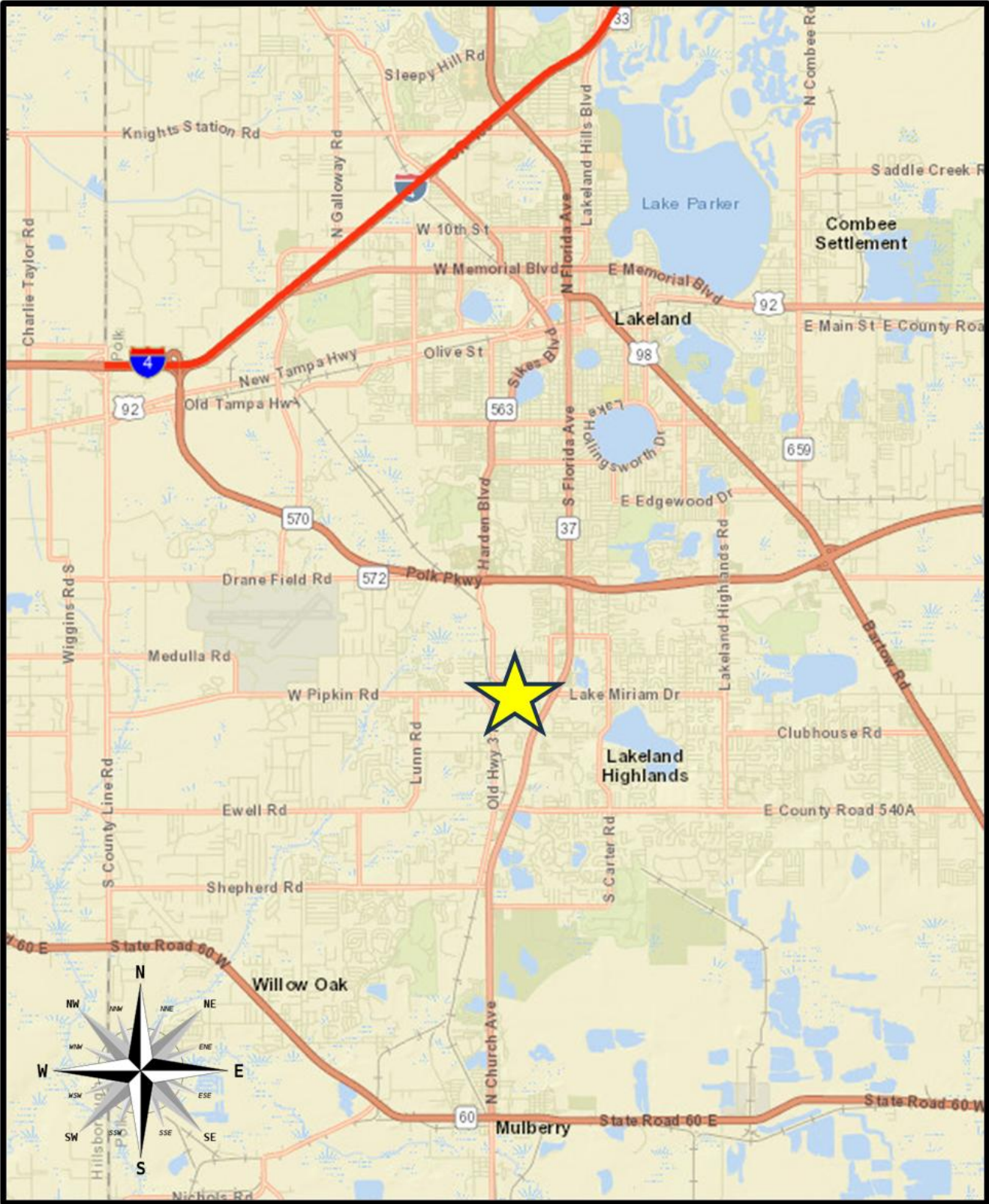
Comments from other agencies

No comments

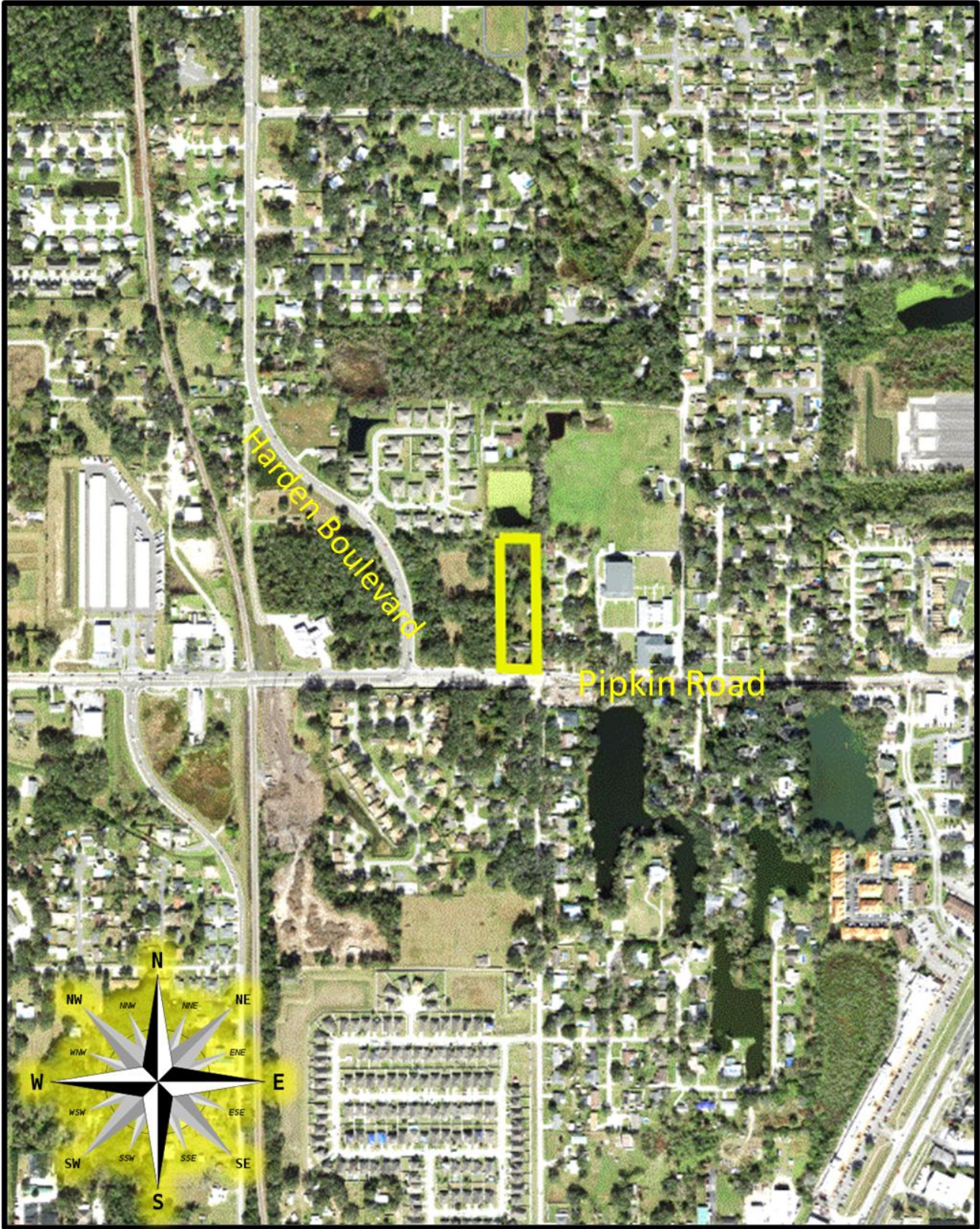
Exhibits:

Exhibit 1	Location Map
Exhibit 2	2023 Aerial Context Map
Exhibit 3	2023 Aerial Close Up
Exhibit 4	Current Future Land Use Map
Exhibit 5	Proposed Future Land Use Map
Exhibit 6a	INST-1 Permitted and Conditional Uses

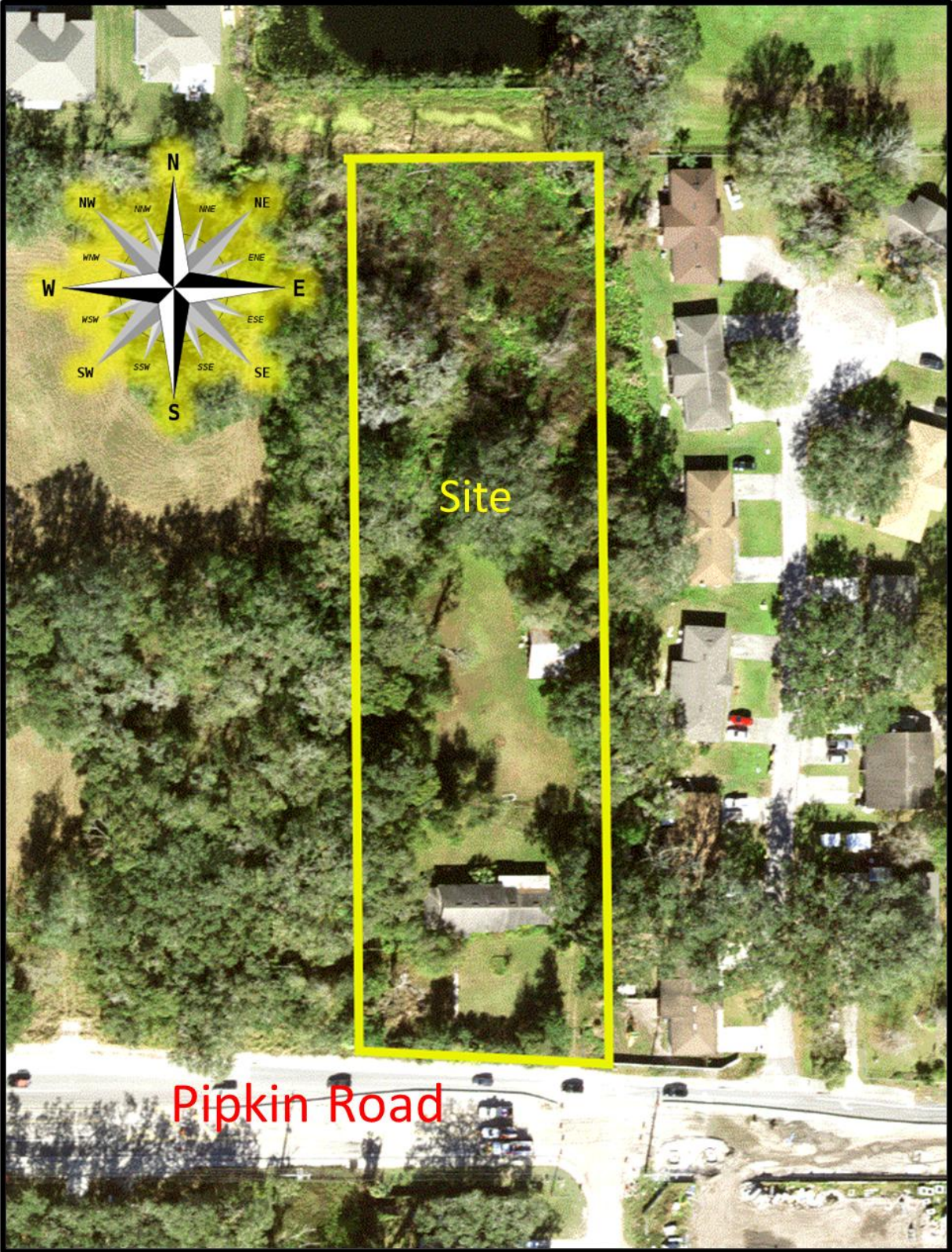
Applicant's submitted documents and ordinance as separate files



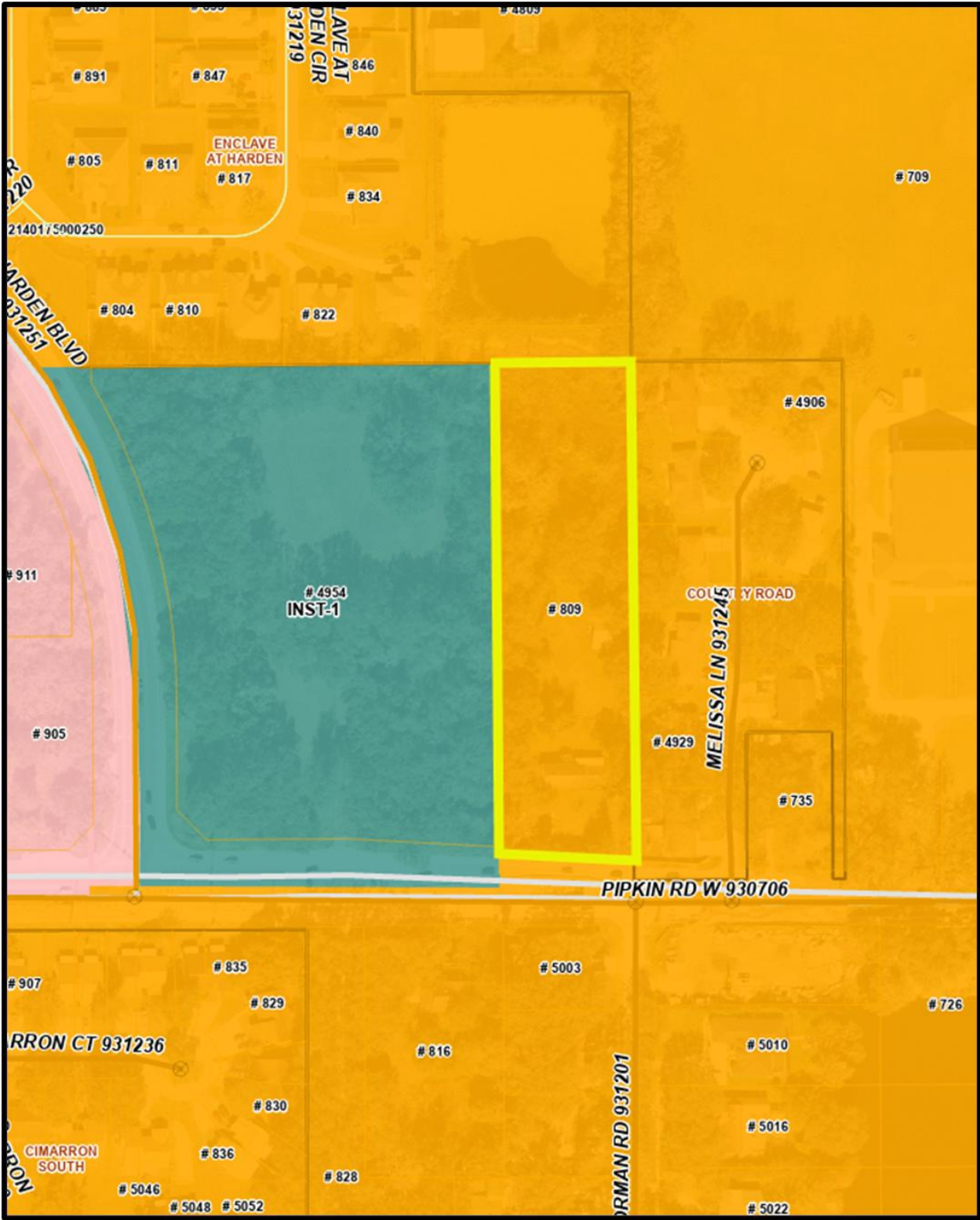
LOCATION MAP



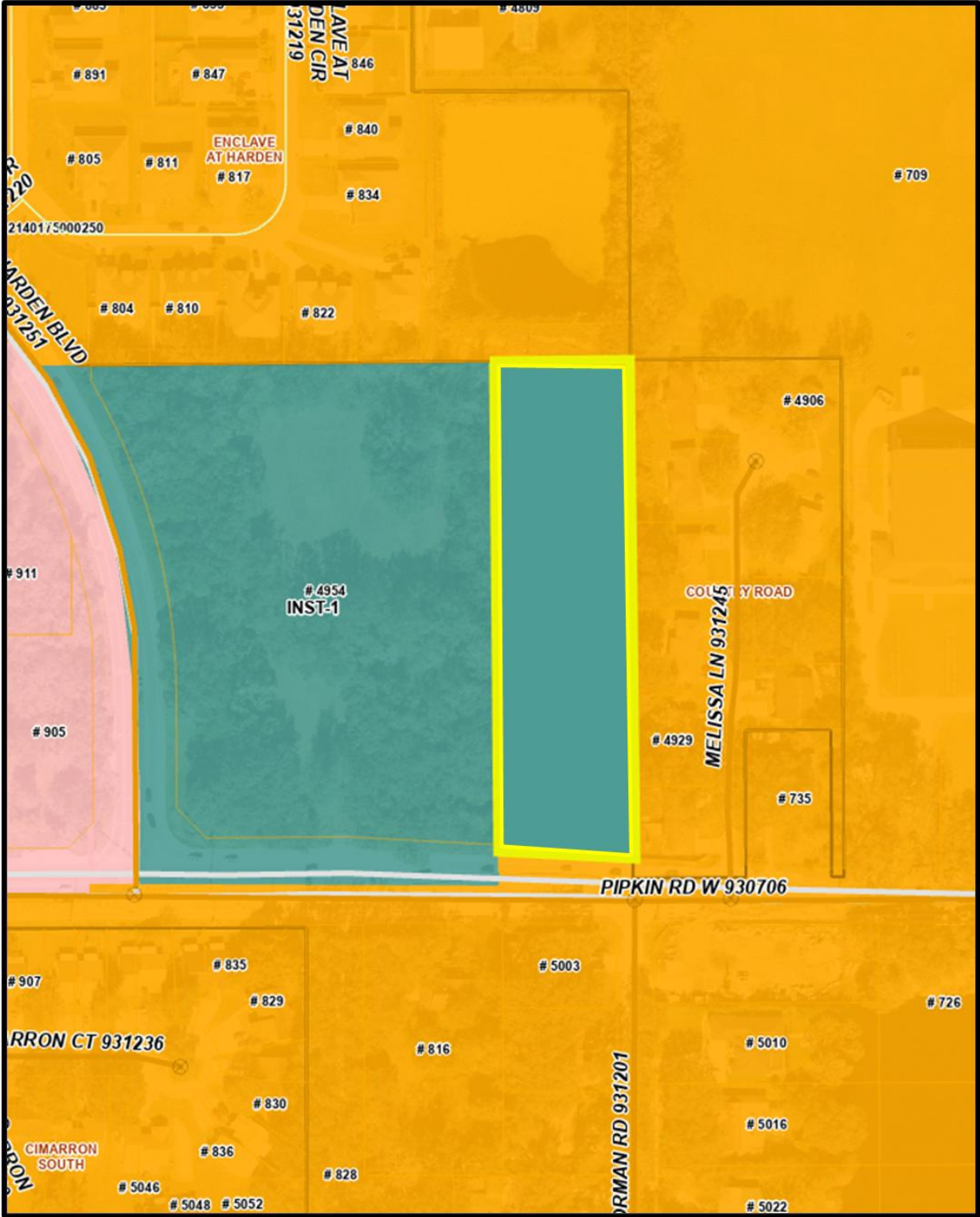
2023 AERIAL PHOTO CONTEXT



2023 AERIAL PHOTO CLOSE UP



CURRENT FLUM
Residential Low (RL-3)



PROPOSED FLUM
Institutional (INST-1)

FLU	PERMITTED (By Right)	CONDITIONAL USE Level 1 or 2 Review (Technical Staff Review)	CONDITIONAL USE Level 3 or 4 Review (Public Hearing)
INST1	Childcare Center, Farming General, Government Facility, Lodges and Retreats, School- Elementary, School- Leisure/Special Interest, School- Middle, Studio- Production, Transit- Facility, Utilities- Class I, Utilities- Class II	Group Home- Large (7-14 residents), Emergency Shelter- Medium (7-14 residents), Golf Course, Recreation- High Intensity, Recreation- Low Intensity, Recreation- Passive, Group Living Facility (15 or more residents), Adult Day Care Center (7 or more clients), Cemetery, Clinics & Medical Offices, Communication Tower- Monopole, Communication Towers- Guyed and Lattice, Community Center, Cultural Facility, Emergency Shelter- Large (15 or more residents), Heliports, Helistops, Nursing Home, Office, Office Park, Recreation- Vehicle Oriented, Religious Institution, Research & Development, Solar Electric-Power Generation Facility	Multi-family, Planned Development, Gas Station, Hospitals, Lime Stabilization Facility, Mining- Non-phosphate, School- High, School- Technical/Vocational/Trade & Training, School- University/College, Seaplane Base, Utilities- Class III, Water Ski Schools, Residential Treatment Facility

Institutional (INST-1) PERMITTED AND CONDITIONAL USES