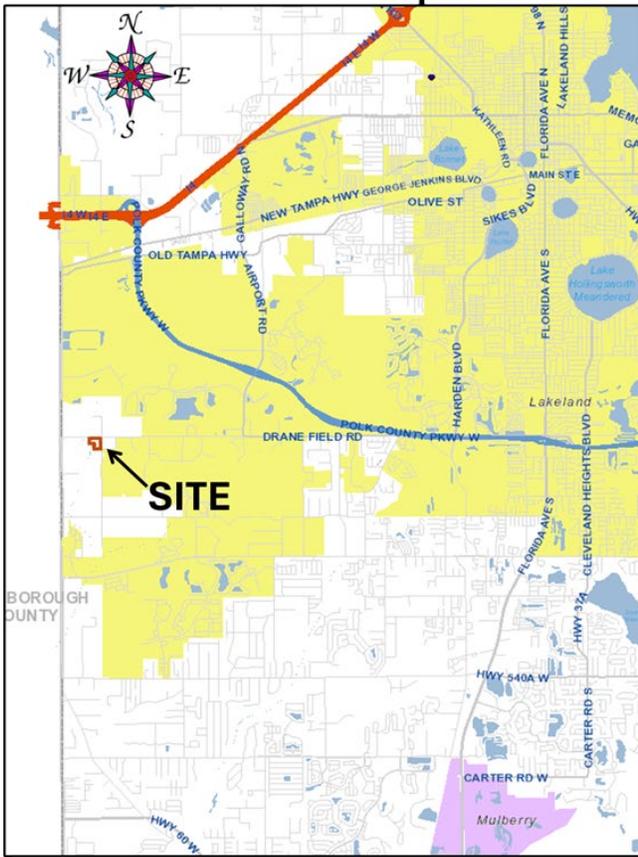


# POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

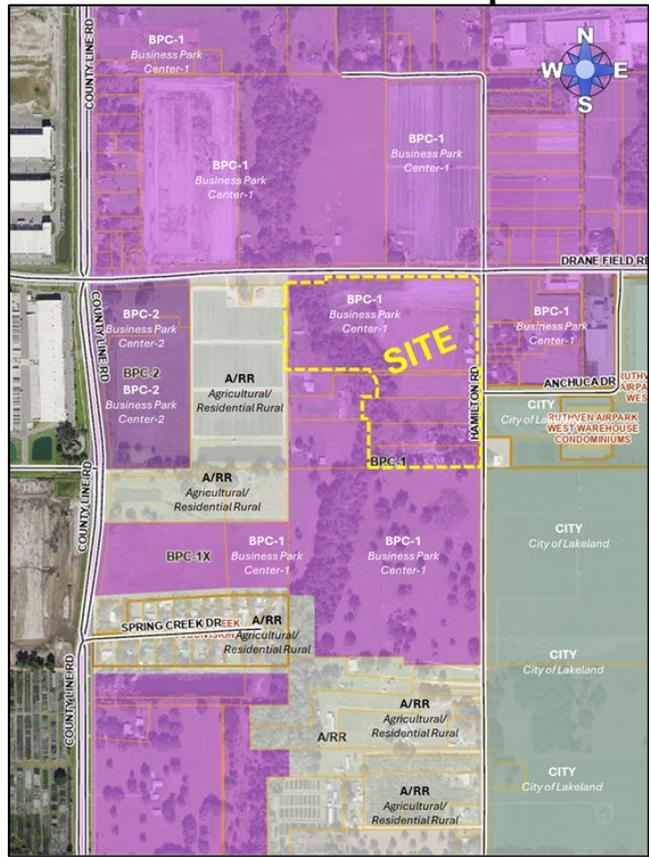
<b>DRC Date:</b> January 25, 2024	<b>Level of Review:</b> Level 4 Review
<b>PC Date:</b> March 6, 2024	<b>Type:</b> District Change
<b>BoCC Date:</b> March 19, 2024	<b>Case Numbers:</b> LDCD-2023-14
<b>Applicant:</b> Justin Bolding	<b>Case Name:</b> Drane Field and Hamilton District Change
	<b>Case Planner:</b> Erik Peterson, AICP

<b>Request:</b>	LDC Sub-district change from Business Park Center-1 (BPC-1) to Business Park Center-2 (BPC-2) on ±29 acres.
<b>Location:</b>	Southwest corner of Drane Field Road and Hamilton Road, east of County Line Road, north of Medulla Road, west of the city of Lakeland in Section 6, Township 29, Range 23
<b>Property Owners:</b>	BSD Hamilton Road LLC
<b>Parcel Size (Number):</b>	±29 acres (232906-000000-031020, part 031060, 031080, 031010, 031030, 031050)
<b>Future Land Use:</b>	Business Park Center-1 (BPC-1)
<b>Development Area:</b>	Urban Growth Area (UGA)
<b>Nearest Municipality:</b>	City of Lakeland (abutting)
<b>DRC Recommendation:</b>	Approval
<b>Planning Commission Vote:</b>	Pending Public Hearing

**Location Map**



**Future Land Use Map**



## Summary:

The applicant is requesting an LDC Sub-district change for 29+/- acres from Business Park Center-1 (BPC-1) to Business Park Center-2 (BPC-2) to allow for Commercial Vehicle Storage and maintenance as a permitted use. The Future Land Use Map was changed from A/RR to BPC August 9, 2019.

This area has undergone a significant land use transformation over the last 30 years from predominantly agricultural to almost entirely warehousing and distribution. The catalysts for this transformation are the connection and four-lane improvement of County Line Road from I-4 to State Road 60 and the development of a thriving air freight terminal at Lakeland-Linder International Airport. The Future Land Use Map has been amended for many properties in the surrounding area so that warehouse facilities could be developed. This request is the evolution of these facilities to provide for necessary maintenance and vehicle storage to serve the growing warehousing and distribution operations.

Staff recommends approval because it is consistent with the Comprehensive Plan POLICY 2.113-B4 which directs commercial activities within the Future Land Use Map district to be “conducted within enclosed structures with the exception of loading and unloading of transport and distribution vehicles. Outdoor storage shall be screened from off-site view and significantly limited in respect to the floor area provided within enclosed structures.” The activities described by the applicant will be conducted within enclosed structures and their proposed outdoor storage will be screened from offsite view. Additionally, the geographical and infrastructural features surrounding the site provide sufficient separation from nearby residential uses.

## Findings of Fact

- *The request is for an amendment to the Land Development Code (LDC) Sub-district Map from Business Park Center-1 (BPC-1) to Business Park Center-2 (BPC-2) on ±29 acres, located on the southwest corner of Drane Field Road and Hamilton Road, east of County Line Road, north of Medulla Road, west of the city of Lakeland in Section 6, Township 29, Range 23.*
- *The site is located in the Urban Growth Area (UGA), which is the area “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,” according to POLICY 2.105-A1 of the Comprehensive Plan.*
- *The Future Land Use Map designation of the site changed from its original Agricultural/Residential Rural (A/RR) designation to Business Park Center (BPC-1) on August 9, 2019, with the adoption of case number LDCPAL-2018-17.*
- *Land Development Division approved Level 2 Review engineered plans on the site for a 149,500 square foot warehouse/distribution facility on September 21, 2022, under case number LDNON-2021-205.*
- *Land Development Division approved Level 2 Review engineered plans on the site for a 190-space commercial vehicle parking facility on March 17, 2023, under case number LDNON-2022-151.*

- *Difference in uses allowed between BPC-1 and BPC-2 include outdoor storage and vehicle maintenance uses in BPC-2 versus multifamily in BPC-1 (See page 14 and Exhibit 5).*
- *The property was zoned Rural Estate-2 (RE-2) from 1970 to the repeal of the zoning ordinance in 2000.*
- *The neighboring land uses to the north and northwest are warehouse/distribution facilities. A creek, wetland and associated floodplain borders the site on the west. There is a strawberry farm to the west opposite the creek. There are two single-family residences to the east with more warehousing and the Lakeland-Linder International Airport. Lands are vacant to the south and southwest (see Exhibit 3).*
- *The site abuts an BPC-1 to the north, northwest, and south and the city of Lakeland to the east. Immediately to the west is A/RR followed by BPC-2 and Plant City (See Exhibit2).*
- *The closest schools are Springhead Elementary (Plant City), Southwest Middle School, and Kathleen High School.*
- *Fire response to this site is from city of Lakeland Fire Station #7 located at 3150 Drane Field Road. The travel distance is approximately three (3) miles from the Hamilton Road intersection.*
- *Ambulance response to this project is from Polk County Fire Rescue Station 34 located at 3822 South Florida Ave. The travel distance is approximately six (6) miles.*
- *The nearest Sheriff's substation is Southwest District Command, located at 4120 U.S.98, Lakeland, 10 miles from the site.*
- *The city of Lakeland provides water and wastewater service to the site. Capacity is available and lines are in the right-of-way of Drane Field Road.*
- *The property has ±1,270 feet of direct roadway frontage on Drane Field Road and ±1,270 feet of direct roadway frontage on Hamilton Road.*
- *Drane Field Road is an urban collector roadway operating at Level of Service "C" and Hamilton Road is a Local Commercial roadway that is not tracked for concurrency.*
- *County Line Road is a 4-lane divided facility. It is currently operating at Level of Service "C."*
- *According to the Transportation Planning Organization, there is adequate capacity on Drane Field Road and County Line Road. All other roads in the area have such low traffic volumes that they are not tracked.*
- *The closest public park facility Curtis Peterson Park is located at 3700 Cleveland Heights Boulevard ±7½ miles driving distance from the site.*
- *The closest surface water is abutting the site, Hamilton Reach a tributary to Morgan Creek which is a tributary to the Alafia River.*
- *There are wetlands and flood hazard areas on the site associated with the abutting creek.*
- *The site is comprised of Tavares and Placid fine sands. Tavares is approximately 85% of the site and has only slight limitations to commercial development, according to the U.S. Department of Agriculture, Soil Conservation Service, Polk County Survey. Placid has severe limitations and is untouched in all proposed plans (see Exhibit 6).*

- According to Polk County Endangered Habitat Maps, the proposed PD is not located within a one-mile radius of an endangered species sighting. (Source: Florida Natural Areas Inventory, 2002, 2006 & 2011).
- The site is within the flight path and height restriction buffer zones of a public use airport.

**Development Review Committee (DRC)**

Based upon the information provided by the applicant and a recent site visit, the DRC finds that with the recommended conditions the request **IS COMPATIBLE** with the surrounding land uses and general character of the area, **IS CONSISTENT** with the Comprehensive Plan and the Land Development Code, and therefore, the DRC recommends **APPROVAL of LDCD-2023-14**.

**Surrounding Land Use Designations and Current Land Use Activity**

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

**Table 1**

<b>Northwest:</b> BPC-1 Warehousing and distribution facilities	<b>North:</b> BPC-1 Warehousing and distribution facilities	<b>Northeast:</b> BPC-1 Row crops
<b>West:</b> A/RR, BPC-2 Fancy Farms strawberry field Truck Stop and Truck parking approved LDNON-2022-204	<b>Subject Property:</b> ±29 acres BPC-1 Proposed BPC-2 Under development for truck maintenance and trailer storage	<b>East:</b> BPC-1, BPC-2, City of Lakeland Anchuca Road Industrial Park
<b>Southwest:</b> A/RR, BPC-1 Vacant, Spring Creek residential subdivision	<b>South:</b> BPC-1 Vacant	<b>Southeast:</b> City of Lakeland Lakeland-Linder International Airport runway and solar farm

The majority of the land uses that surround the property are BPC-1. This district allows warehousing and distribution facilities. There is some BPC-2 where necessary for vehicle maintenance uses.

**Compatibility with Infrastructure and Surrounding Land Uses:**

This proposed change to from BPC-1 to BPC-2 is both compatible with the majority of land uses in the area and infrastructure needed to support development of all potential BPC-2 uses. While there are a few single-family residences in the area, this site has separation from them by a creek system and roadways. The predominant land uses are industrial in nature.

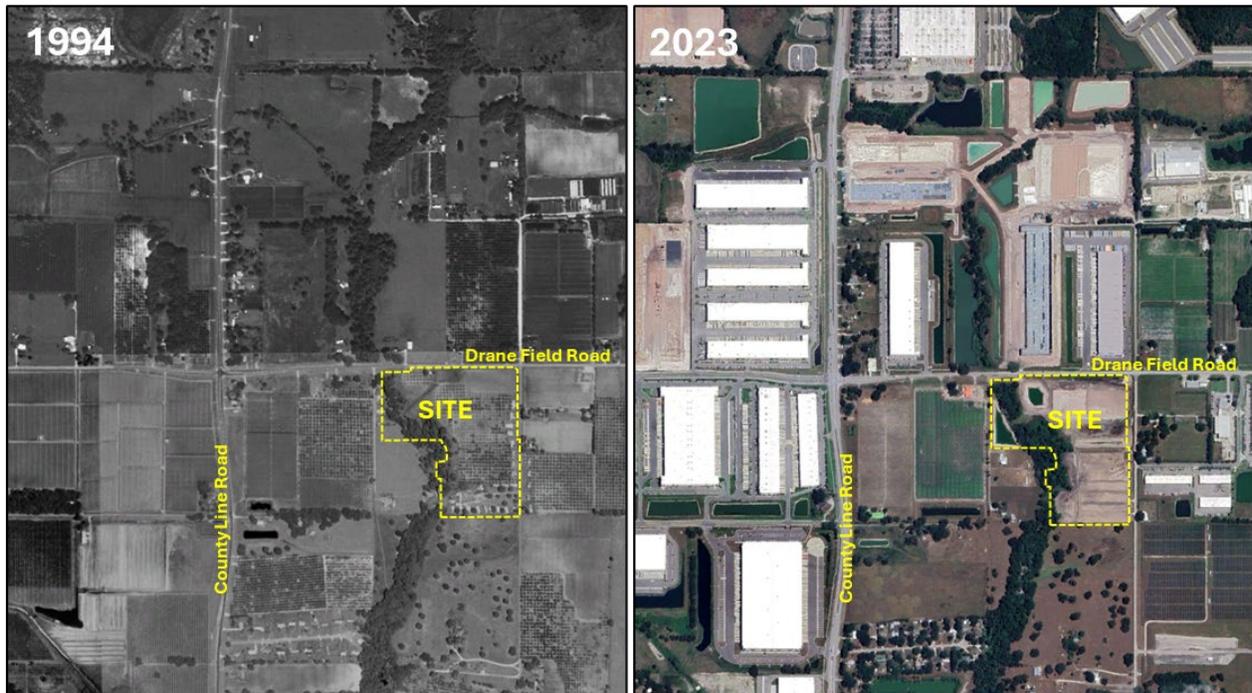
**The LDC defines compatibility as “A condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition.”**

**A. Land Uses:**

This area was rural, mostly agricultural, and sparsely developed with residential dwellings on large properties (see Figure 1 to follow). The subject property once housed a small mobile home park that catered to local farmworkers. It is not until the late 1980s that County Line Road is connected to State Road 60 (SR 60). By the end of 2009, County Line Road is a four-lane

divided roadway all the way between I-4 and SR 60. 10 years later Amazon established a major air cargo receiving facility at Lakeland-Linder International Airport. FedEx and DHL soon followed. The city of Plant City extends utility services to their side of the roadway, and soon after massive amounts of warehouse structures begin to form. In the last five years, millions of square feet of warehousing and distribution centers have been constructed in the vicinity of the intersection of Drane Field Road and County Line Road.

**Figure 1**



**B. Infrastructure:**

Almost every form of public infrastructure is available on this site. Water, wastewater, transportation, and public safety facilities are near urban levels. The only deficiencies are sidewalks and schools. Mass Transit is not walkable but in time as development continues and the sidewalk network is more complete, there may be.

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

Removing the possibility of a residential component on the property eliminates the need for educational facilities to support the district. Additionally, there are no public schools within proximity to the site. Therefore, truck traffic conflicting with school operations is minimized.

**Table 2**

Name of School	Average driving distance from subject site
Springhead Elementary (Plant City)	±3 miles driving distance
Southwest Middle School	±6 miles driving distance
Kathleen High School	±7 miles driving distance

Source: GIS

Changing the LDC sub-district from BPC-1 to BPC-2 is more consistent with existing infrastructure. There are no public schools within three miles of the site. This area would not be a good location for residential development.

### Nearest Sheriff, Fire, and EMS Station

Fire response to this site is from the City of Lakeland Fire Station #7 a little over two miles to the east on Drane Field Road. Polk County Fire Rescue Station #2 at 2523 Ewell Road provides back-up but is over seven miles driving distance away to the south. Polk County provides ambulance response from the station on South Florida Avenue.

**Table 3**

	Name of Station	Distance	Response Time*
Sheriff	Southwest District Command (4120 U.S.98, Lakeland)	±10 miles	7 minutes
Fire	City of Lakeland Fire Station #7 3150 Drane Field Road	±2¼ miles	6 minutes
EMS	Polk County Fire Rescue Station 34 3822 South Florida Ave in Lakeland	±6 miles	10 minutes

*Source: Polk County Sheriff's Office and Public Safety*

*\*Response times are based on when the station receives the call, not from when the call is made to 911.*

The nearest Sheriff's station is the Southwest Command Center on U.S. Highway 98, 10 miles to the east. 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. In this area there are a significant number of patrols by the city of Lakeland Police as well due to the amount of recent annexation of surrounding properties into the city.

### Water and Wastewater Demand and Capacity:

The City of Lakeland provides both water and wastewater service along Drane Filed Road. There is more than adequate capacity of water available on an 12-inch line that runs along the south side of the Drane Field Road right-of-way and an 8-inch wastewater force main on the north side of Drane Field Road.

#### A. Estimated Demand:

Warehousing and office park development can be conducted in either BPC-1 or BPC-2. The difference is the ability to store goods and materials in the open and maintain vehicles in lieu of multifamily development at 15 dwellings per acre. Both warehousing and office parks have similar water and wastewater demands at 0.24 gallons per day (GPD) which, if maximized, could result in a significant amount of water and wastewater demand. The difference between the two categories can only be brought out in the potential for multifamily which is forgone with the change to BPC-2. In reality, vehicle maintenance and storage does not result in a significant amount of water or wastewater usage. The table to follow provides a comparison between multifamily development and the maximum amount of manufacturing, warehouse, or office possible on this site.

**Table 4**

Subject Property	Estimated Impact Analysis		
	Potential Demand as BPC-1	Potential Demand as BPC-2	Percentage increase/decrease
29± acres BPC-1			
Permitted Use	15 unit per acre Multifamily (435 units)	General Light Industrial 947,430 SF	
Potable Water Consumption (GPD)	86,130	221,383	257%
Wastewater Generation (GPD)	78,300	181,906	232%

*Source: Polk County Concurrency Manual & Polk County Utilities*

The request is to shift from an approval of 150,000 square feet of warehousing to open storage of trucks and trailers combined with a maintenance facility. Water and wastewater use will be significantly less in reality.

#### B. Available Capacity:

The City of Lakeland has over 10 million gallons per day (MGD) of wastewater treatment capacity through three different facilities. The city generates reclaimed water at these facilities. The reclaimed water is either pumped to the power plant, unit 5 or diverted to the Se7en Wetlands Park south of Carter Road.

The City of Lakeland has two main water production facilities, T.B Williams Plant and the C. Wayne Combee Plant. Together they can provide 59 MGD into the city's extensive water service network that covers over 132 square miles. This site is served by a 12-inch water distribution line on the south side of Drane Field Road. An 8-inch force main provides wastewater service on the north side of Drane Field Road.

#### C. Planned Improvements:

There are no system improvements needed to serve this vehicle maintenance and storage development. If the warehousing and distribution facility is built, there are plans for a lift station at the corner of Drane Field and Hamilton Road. But the proposed interim use will not need wastewater connection. Connection to city wastewater also comes with the obligation to annex upon abutting city boundaries and this site now abuts the city on the east.

### Roadways/ Transportation Network

This area has transformed from a rural agrarian area to a thriving industrial complex over the last 30 years. Demand for industrial development has been induced by a major transportation improvement to County Line Road completing an uninterrupted four-lane divided corridor link between two roads that are integral to commerce in central Florida: I-4 and State Road 60. Another catalyst for industrial growth in the area is the evolution of the Lakeland-Linder International Airport into a prominent air cargo hub in the state. The result of these improvements has brought on a significant amount of warehousing and distribution development along the County Line and Drane Field Road corridors. This request to change from BPC-1 to BPC-2 will enable this growth to continue. The site is intended for a support role in the warehousing and distribution industry providing for commercial vehicle maintenance and storage.

A. Estimated Demand:

Warehousing can be conducted in either BPC-1 or BPC-2. The difference is the ability to store goods and materials in the open and maintain vehicles in lieu of multifamily development at 15 dwellings per acre. The Institute of Traffic Engineers (ITE) provides an estimate of 1.71 trips per 1,000 square feet of warehousing for average annual daily trips (AADT) and 0.18 trips during the peak hour of the day. Multifamily can generate 4.54 trips per dwelling AADT and 0.39 per unit during peak hours. General Light Industrial development can generate 4.87 AADT per 1,000 square feet and 0.65 per 1,000 square feet during peak hours. With 29 acres, there is the potential to develop up to 974,430 square feet of either warehousing or light industrial manufacturing. If developed for multifamily 435 dwelling units could be the maximum result. If warehousing space was maximized on the property, it could result in 1,621 AADT and 171 trips during peak hours. While BPC-1 allows for multifamily, the ability to do vehicle maintenance opens up the potential for more light industrial activity onsite. The following table compares the extremes of either.

**Table 5**

Subject Property	Estimated Impact Analysis		
	Potential Demand as BPC-1	Potential Demand as BPC-2	Percentage increase
29± acres BPC-1			
Permitted Use	15 unit per acre Multifamily (435 units)	General Light Industrial 947,430 SF	
Average Annual Daily Trips (AADT)	1,975	4,614	234%
PM Peak Hour Trips	170	616	362%

Source: Polk County Concurrency Manual

One of the two traffic studies submitted for truck parking and storage onsite results in 190 AADT with 51 PM peak hour trips sending 17 vehicle trips eastbound on Drane Field Road and 34 PM peak hour trips westbound. The other approved for 150,000 square feet of warehousing suggests 227 AADT with 26 PM peak hour trips. It would send 9 PM peak hour trips eastbound and 18 westbound. Combined the two approved developments consume less than 15% of the remaining capacity on Drane Field Road and less than 8% on County Line Road. Both are less than 5% of the total direction capacity for any link.

B. Available Capacity:

To access Drane Field Road, a Type III intersection improvement was required. Rather than a direct connection County staff and the site development team worked out a better long-term solution for both the developer and the public. There will be no direct access to Drane Field. Instead, multiple access points on Hamilton Road will be developed, and the required Type III intersection improvement has been made to where Hamilton Road intersects with Drane Field Road. The required improvements were no greater for the developer, and the public benefits from better traffic flow at the intersection of two public roads. The end result is estimated to improve the available capacity of Drane Field Road.

**Table 6**

Link #	Road Name	Current Level of Service (LOS)	Available PM Peak Hour Capacity	Minimum LOS Standard
4087E	Drane Field Road From: County Line Road To: SR 572 (Airport Road)	C	384	D
4087W	Drane Field Road From: SR 572 (Airport Road) To: County Line Road	C	368	D

**Table 6**

Link #	Road Name	Current Level of Service (LOS)	Available PM Peak Hour Capacity	Minimum LOS Standard
4028N	County Line Road From: Pipkin Road West To: I-4	C	671	D
4028S	County Line Road From: I-4 To: Pipkin Road West	C	625	D

Source: Polk County Transportation Planning Organization, Concurrency Roadway Network Database March 16, 2020

The Florida Department of Transportation (FDOT) estimated that as of 2022 an average of 26,000 vehicles traveled County Line Road every day. This was an approximate 5,000 vehicle trip increase since 2018. County Line Road has more than ample capacity to serve any development that might occur because of this land use sub-district change. Even the maximum buildout that the floor area ratio would allow is not a significant portion of available capacity. While this corridor experiences a significant amount of truck traffic, volumes are relatively low. It is only at the intersections that capacity is low. As more development occurs along and near the corridor, more and deeper turn lanes are added to enhance capacity. Drane Field Road has also seen a rise in vehicle traffic over the past five years. In 2022, FDOT estimated an average of 8,500 vehicles traveled Drane Field Road to and from County Line Road which is up from 7,100 in 2018.

#### C. Roadway Conditions:

The site fronts both Drane Field Road and Hamilton Road. It is also close to the County Line Road. Drane Field Road is an urban collector road with a consistent 24 feet of pavement width and greater at most intersections. Hamilton Road is currently a local commercial road at only 20 feet in surface width but is slated to be upgraded to an urban collector in the near future as additional development occurs. This area is in transition from agricultural and rural residential activity to predominantly industrial. As this development pattern continues, there will be more improvements necessary for Hamilton Road and Medulla Road to support the flow of more heavy transport vehicles. County Line Road is a four-lane divided urban collector that connects I-4 directly to State Road 60.

All three affected roads are under County maintenance. Hamilton Road is rated in “very poor condition,” according to the *Pavement Surface Evaluation and Rating* (PASER) method established by the Transportation Information Center at the University of Wisconsin-Madison. Drane Field Road is rated in “fair” condition. County Line Road is rated in “good” condition. At the south end of Hamilton Road, Medulla Road is rated in “good” condition. The development activity onsite will resurface the portions of Hamilton and Drane Field Road along the site frontage and through the taper of the intersections. As more development is approved along Hamilton Road, more surface improvements will continue to occur. As traffic volume increases, the road will become a higher priority for resurfacing.

#### D. Sidewalks

Drane Field Road does not have a complete sidewalk network. This site is being developed with sidewalks along the frontage of Hamilton Road and Drane Field Road. Incrementally as new development occurs along Drane Field Road, more sidewalks are added to complete the network. Sidewalks were not considered for Drane Field Road with development in the past. But as the pedestrian death toll rose with the use of the corridor, sidewalks are no longer a development requirement eligible for waiver. County Line Road and Hamilton Road lack a complete sidewalk network. Plant City has consistently been requiring sidewalks with development approvals. Polk

County and Lakeland have started to be firmer with the requirements recently.

E. Planned Improvements:

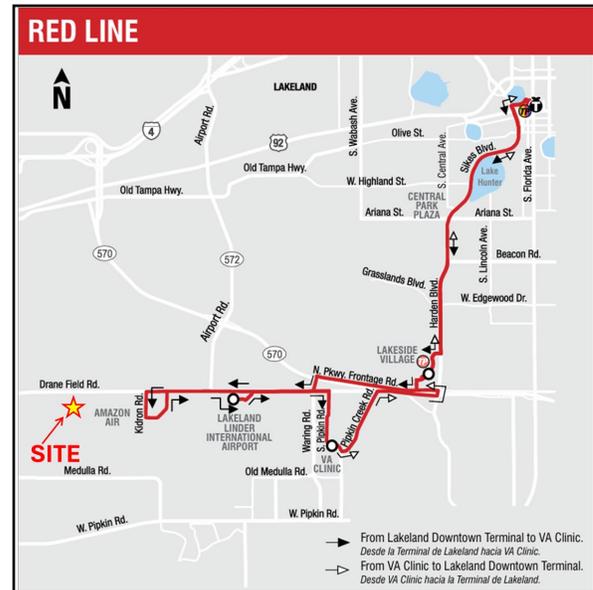
As part of the development approval for this site, a deceleration lane was added eastbound to the intersection of Hamilton Road and Drane Field Road and a center turn lane was added westbound. There are no improvements planned to Drane Field Road County Line Road in the current 5-year Community Investment Program (CIP). There are no further improvements necessary to the surrounding roadway network to enable the development of this site for commercial uses. There are drainage improvements in the design phase for the south end of Hamilton Road at the intersection with Medulla Road. However, they are of no benefit to this project.

F. Mass Transit

There is a mass transit line that runs within a mile of the site at Drane Field Road and Kidron Road. It operates with one-hour headways Monday through Friday from 6am to 5pm.

**Park Facilities:**

There are no County parks within the immediate vicinity of this site. The closest public park is Curtis Peterson Park over seven miles driving distance to the east. Without the possibility of a residential component, there is no demand created for park facilities in BPC-2 whereas there are in BPC-1



A. Location:

Curtis Peterson Park is located at 3700 Cleveland Heights Boulevard ±7½ miles driving distance from the site.

B. Services:

Four lighted baseball fields, two T-ball fields, Playground, boat ramp, picnic facilities, restrooms, fishing pier, and multiuse trail.

C. Multi-use Trails:

The closest multiuse trail is located at Curtis Peterson Park that is part of the Lake-to-Lake Trail. It connects to the Lake Hollingsworth Trail.

D. Environmental Lands:

There are not many pristine environmental lands in this area of the County due to the heavy industrialization of the airport complex. The closest is Circle-B Bar Reserve over 12 miles driving distance and nine miles linear distance.

E. Planned Improvements:

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

**Environmental Conditions**

The primary environmental limitations of this property are attributable to the creek that borders the west side of the request. It contains a wetland and floodplain system, and the soils are not favorable to development along the banks. The site plan in review that is the reason for this request shows no encroachment into the environmentally sensitive areas (See Exhibit 6).

A. Surface Water:

Hamilton Branch which is a tributary to Morgan Creek occupies the west side of all five properties within the request. Whether BPC-1 or BPC-2, the impervious surface and stormwater clarification is the same. Also, there is a 50-foot setback from the creek’s top of bank. The site plans for LDNON-2021-205 and LDNON-2022-151 show no encroachment into the creek system. The surface waters flow into this system which connects to the Alafia River. It’s an open basin but it is stressed in some points.

B. Wetlands/Floodplains:

The upper reaches of Morgan Creek (Hamilton Branch) run through the west side of the properties within the request. It forms a wetland and floodplain system that provides significant buffering and separation between the distribution and trucking operations onsite and the residences and Fancy Farms strawberry field to the west. All construction will be setback 25 feet from wetlands and landward of the 100-year flood hazard area whether BPC-1 or BPC-2.

C. Soils:

The developable portion of the site is Tavares Fine Sand, according to the U.S. Department of Agriculture, Soil Conservation Service, Polk County Survey. Tavares is a suitable soil for most development applications. The areas on either side of the creek have poor development soils. It is good that current development plans are avoiding those areas.

**Table 8**

<b>Soil Name</b>	<b>Septic Tank Absorption Field Limitations</b>	<b>Small Commercial Buildings</b>	<b>% of Site (approximate)</b>
Tavares Fine Sand	Moderate: wetness	Slight	85%
Placid Fine Sand (frequently flooded)	Severe: ponding, poor filter	Severe: ponding	15%

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

D. Protected Species

According to Polk County Endangered Habitat Maps, the proposed district change is not located within a one-mile radius of an endangered species sighting. (Source: Florida Natural Areas Inventory, 2002, 2006 &2011). This area has been developed for a substantial amount of time. Species sightings would be rare.

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 for Section 6, Township 29, Range 23.

F. Wells (Public/Private)

The site is nearly four miles from the closest public use well. This lessens any concerns for potential groundwater contamination that may result from outside storage.

G. Airports:

The site is directly within the flight path and height restriction buffer zones of the Lakeland-Linder International Airport, a public use airport. It is within 5,000 feet of the runway. However, these are the types of uses that are most appropriate in airport areas rather than multifamily developments. BPC-2 allows for outdoor storage but not multifamily as BPC-1 does.

**Economic Factors:**

The primary use of the property is warehousing and distribution. However, commercial vehicle maintenance and outdoor storage is a major component of the distribution facility. The essential difference between BPC-1 and BPC-2 is that BPC-1 is where a mixture of office uses, and multifamily living comes together to form the quintessential corporate office park. BPC-2 is more geared towards light-industrial uses. Therefore, it enables for there to be outdoor storage of materials and products along with vehicle maintenance uses. The applicant is forgoing the ability to do multifamily in turn for the rights to external storage and equipment maintenance. Much of the existing development in the area is warehouse, light industrial, and vehicle maintenance. This request will not result in a change that could harm the local economic structure.

**Consistency with the Comprehensive Plan, LDC, and Other County Ordinances:**

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 or inconsistent** with the Comprehensive Plan is listed below:

- Section 2.102 – General Growth Management policies
- Section 2.105 – Urban Growth Area (UGA) policies
- Section 2.113 – Business Park Center

The table to follow provides a brief breakdown of Section 2.102 policies that are most pertinent to this request.

**Table 8**

<b>Comprehensive Plan Policy</b>	<b>Consistency Analysis</b>
<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>This request is for a Subdistrict Map change from a BPC-1 to a BPC-2 district which can enable slightly more intensive use of the land without over burdening the cost of public services. The uses are similar to the ones across the street that border the airport in the city.</p>
<p>POLICY 2.102-A2: COMPATIBILITY - Land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other Policies in this Future Land Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.</p>	<p>A significantly vegetated creek separates the BPC district from residential development to the west and forms a substantial visual and sound buffer. Overtime it is anticipated that the residences to the east on Hamilton Road will transition to viable non-residential uses. The BPC district was found to be compatible with neighboring properties by the Board in 2019 when the site changed from A/RR to BPC. BPC-1 to BPC-2 allows outdoor storage and vehicle repair. Offsite impacts will be relatively minimal to other BPC-1 uses.</p>
<p>POLICY 2.102-A3: DISTRIBUTION - Development shall be distributed throughout the County consistently with this Future Land Use Element so that the public utility, other community services, and public transit and transportation systems can be efficiently utilized; and compact, high-density and intensity development is located where urban services can be made available.</p>	<p>The city of Lakeland has a 12” water distribution main within 700 feet of the site which will be extended. And looped to development on County Line Road. Wastewater service is also available to the area. Mass transit comes within a mile of the site.</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>Changing from BPC-1 to BPC-2 is not an issue of timing. Both subdistricts require the same levels of infrastructure and services.</p>
<p>POLICY 2.102-A15: ADEQUATE PUBLIC FACILITIES - The County will direct new growth to areas where adequate public facilities exist or are planned; and ensure that essential services are in place to provide for efficient, cost effective response times from the Fire Department, Sheriff’s Department, and Emergency Management Service (EMS).</p>	<p>Public safety response to this area is provided by the City of Lakeland at the entrance to the airport. Polk County Fire Rescue provides backup to the area but the station is a significant distance away.</p>

The site is located in the Urban Growth Area (UGA), which is the area “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” according to POLICY 2.105-A1 of the Comprehensive Plan. This site is near all of the necessary infrastructure and services mentioned in the policy.

The Business Park Center Future Land Use Map designation is a broad multiuse district. For that reason, BPC was separated into two sub-categories in the LDC. POLICY 2.113-B-1 illustrates the dynamics of the BPC district in the statement of characteristics: “Business-Park Centers are intended to promote employment opportunities within the region by allowing for the establishment of office parks, research and development parks, areas for light-industrial facilities, distribution centers, and mixed-use employment parks. Business-Park Centers are intended for land use activities that are conducted entirely within enclosed structures with the exception of loading and un-loading. These centers are not intended to accommodate major commercial or other similar high-traffic producing facilities. However, these centers often contain other minor commercial facilities, and wholesale facilities, within the Business-Park Center to support the businesses located there.”

The LDC separates the BPC Future Land Use Map designation into two categories, BPC-1 which is all enclosed operation and more attuned to office parks and BPC-2 which allows for outdoor storage and heavy commercial activities to implement the Comprehensive Plan POLICY 2.113-B-4. The following table provides a listing of the differences in standards for the two LDC subdistricts.

**Table 10**

<b>Standard</b>	<b>Standard Comparison</b>	
	<b>BPC-1</b>	<b>BPC-2</b>
<b>Different Land Uses</b>	Corporate Office Park, Enclosed Light Manufacturing, Warehousing and Distribution, Multifamily	Enclosed Light Manufacturing, Warehousing and Distribution, Outdoor Storage, Heavy Commercial
<b>Density</b>	10-15 dwelling/acre	Not permitted
<b>Minimum Lot Size</b>	No minimum	No minimum
<b>ROW Setbacks</b>	30 feet from Local Roads	30 feet from Local Roads
<b>Interior Side</b>	20' Primary, 20' Accessory	20' Primary, 20' Accessory
<b>Interior Rear</b>	20' Primary, 20' Accessory	20' Primary, 20' Accessory
<b>Height Limit</b>	75 feet	100 feet
<b>Prohibited Uses</b>	Outdoor Storage, Vehicle Repair	Residential

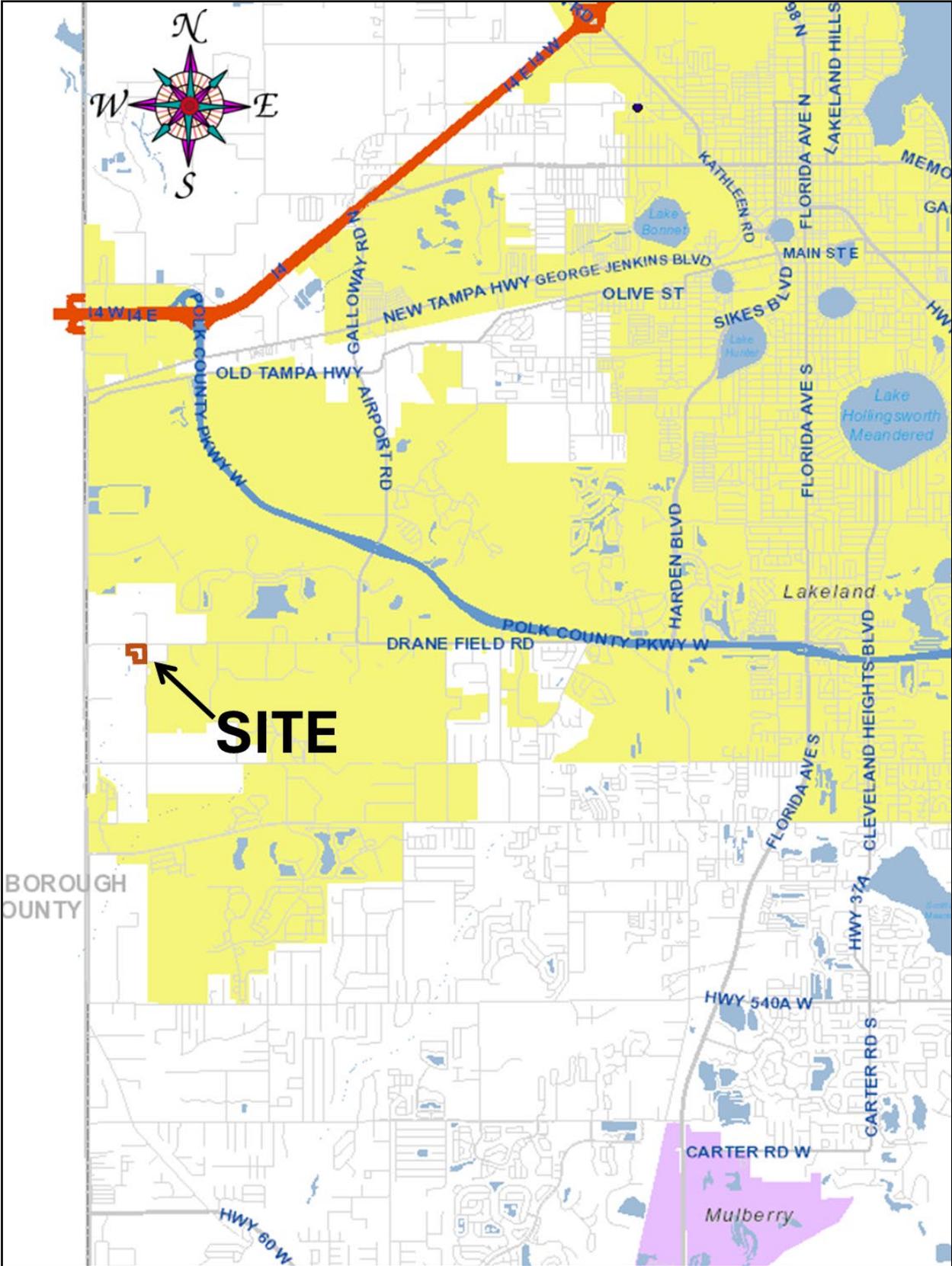
Although outdoor storage is permitted in BPC-2, it is for only finished goods and must be screened from offsite view. Multifamily requires Planning Commission in BPC-1. The site dimensional standards are identical between the sub-districts. The separation between the two is in land use activities.

Section 220 of the Land Development Code requires additional separations for commercial properties that abut residential districts and residential land uses. These include a 50-foot setback from all residential land use districts for commercial buildings, dumpsters, outdoor sales, storage or display, air conditioning units, loading facilities/structures, drive-thru, grease traps, wastewater lift stations, and gasoline pump islands.

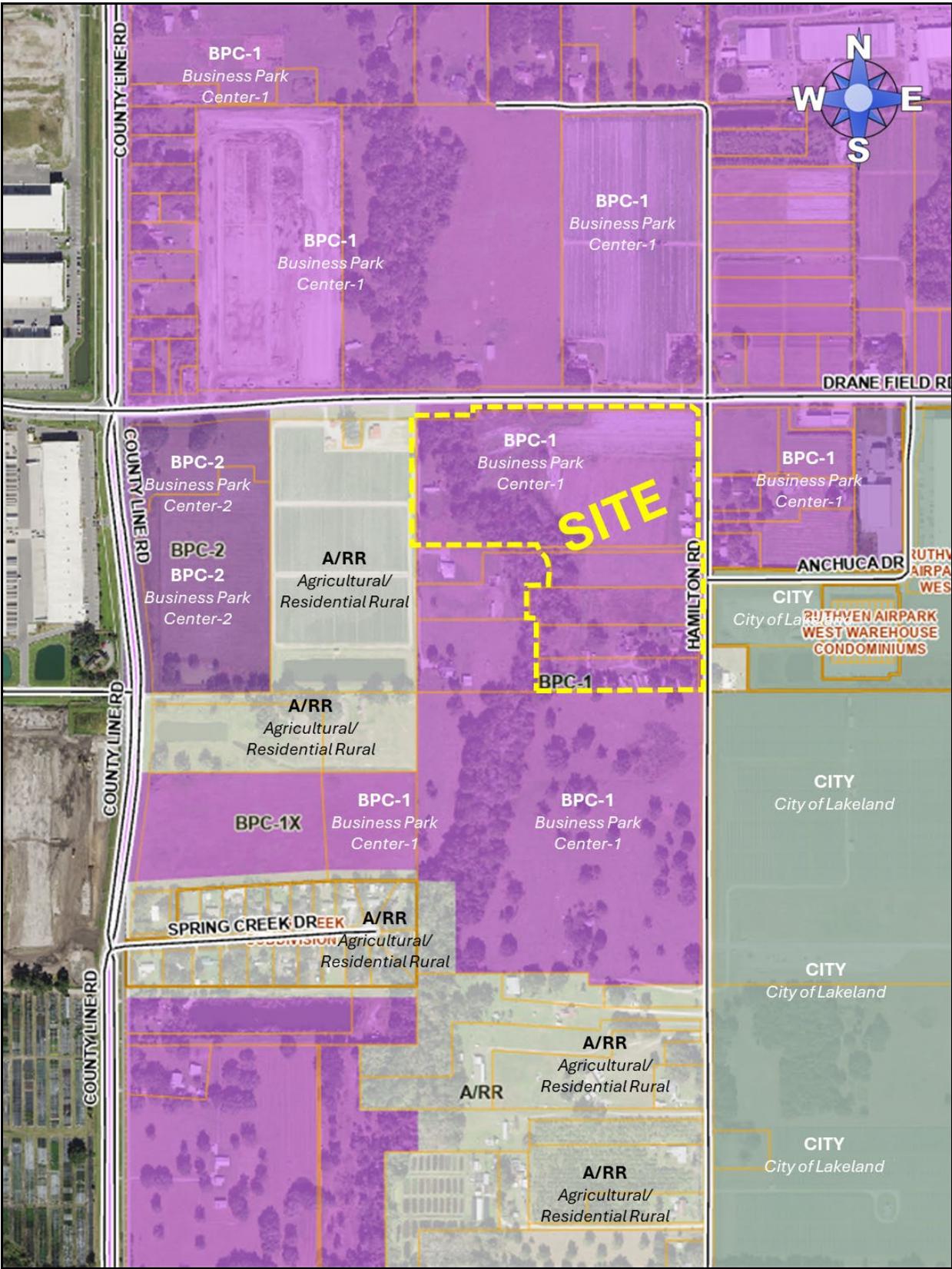
**Comments from other Agencies:** None.

**Exhibits:**

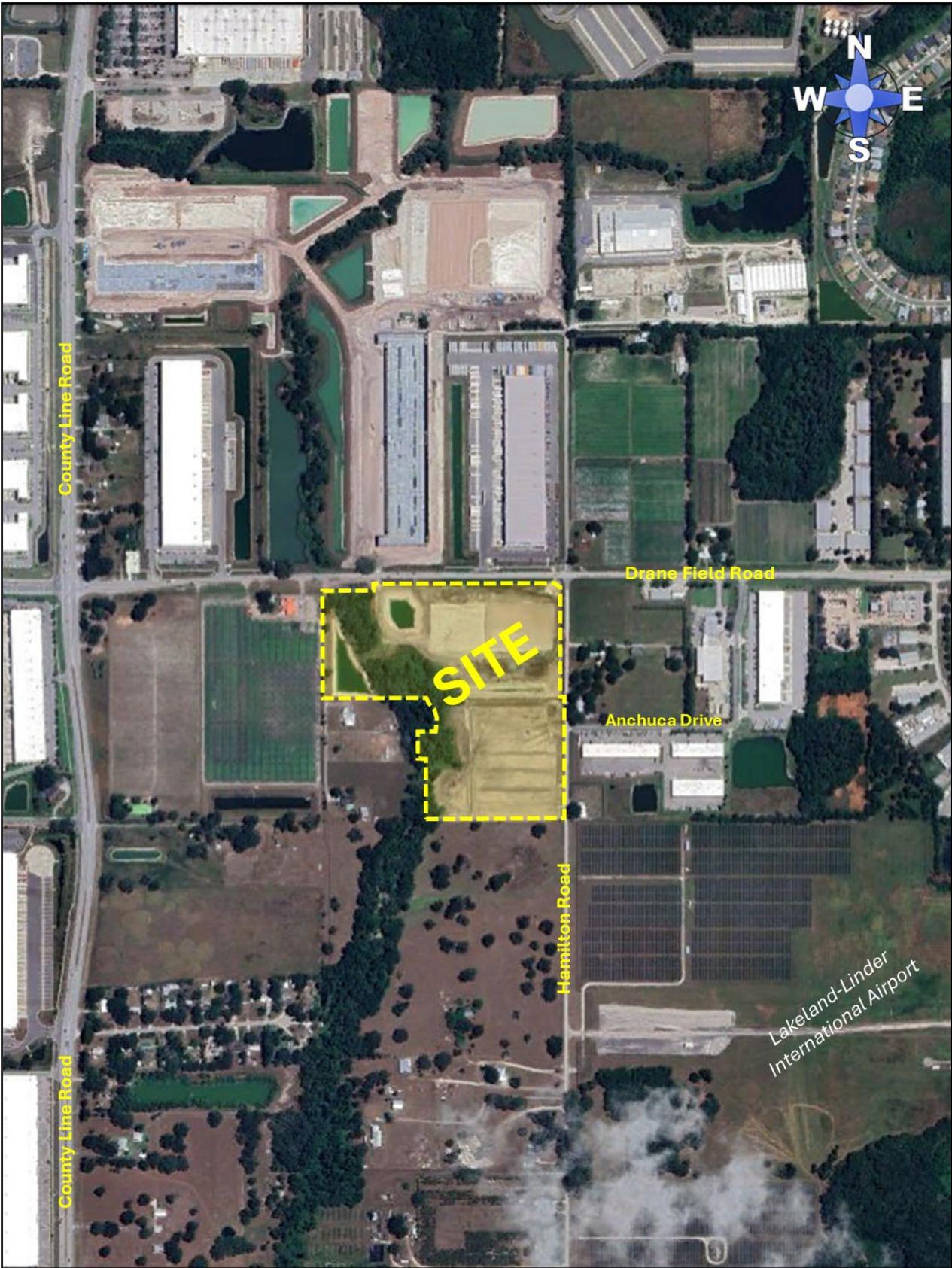
- Exhibit – 1     Location Map
- Exhibit – 2     Future Land Use Map
- Exhibit – 3     2023 Satellite Photo (Context)
- Exhibit – 4     2023 Satellite Photo (Close-up)
- Exhibit – 5     Comparison of Permitted and Conditional Uses
- Exhibit – 6     Current Site Plan



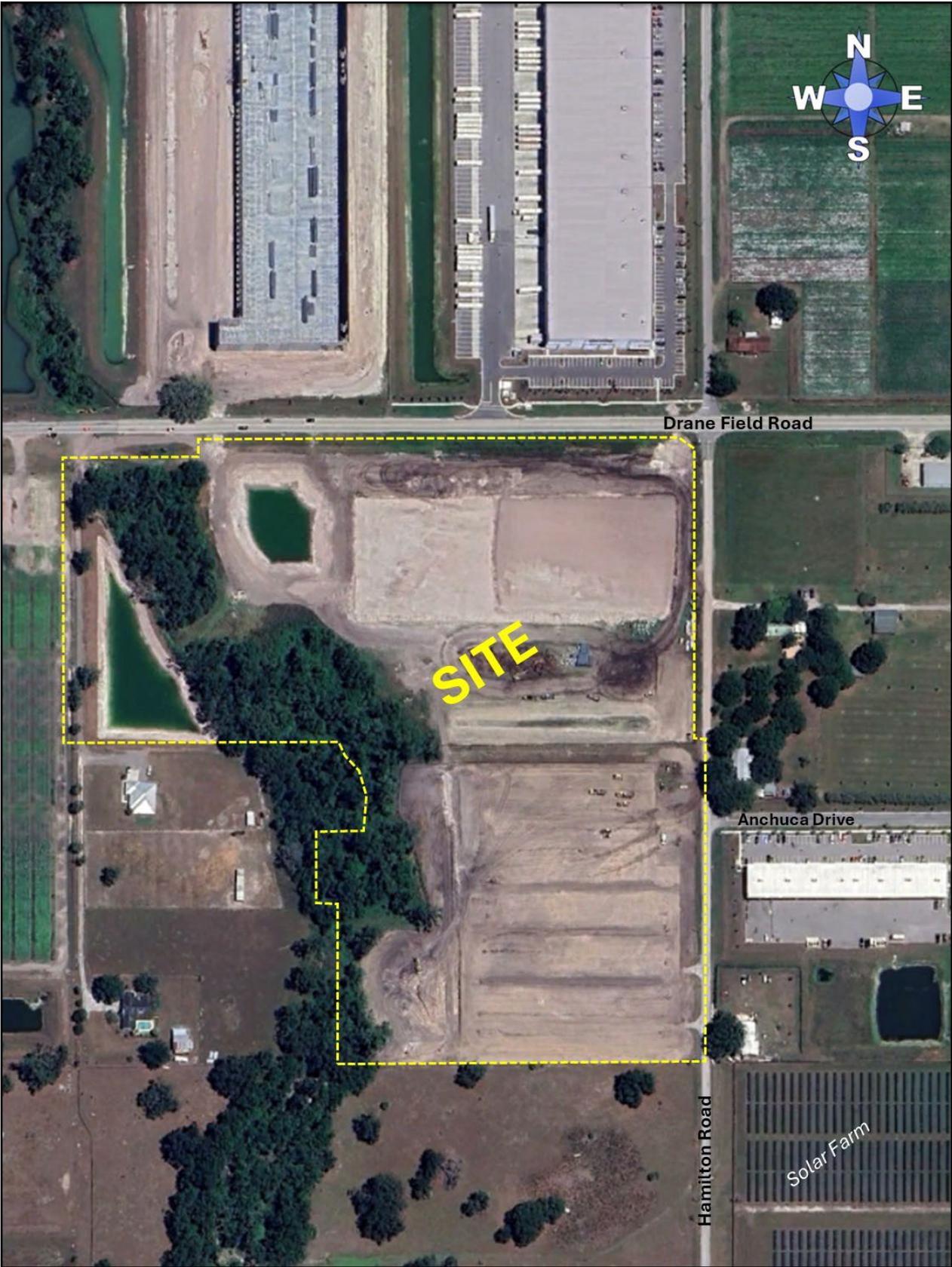
Location Map



Future Land Use Map



2023 Satellite Photo (Context)



2023 Satellite Photo (Close Up)

## Comparison of Permitted and Conditional Uses\*

District	Permitted Uses	Administrative Review	Public Hearing(s) Required
<b>BPC-1</b>  <i>Business Park Center-1</i>	Government Facility Office or Office Park Personal Services Printing and Publishing Research & Development Production Studio Transit Facility Warehousing and Distribution	Alcohol Package Sales Bar, Lounge, or Tavern Bed and Breakfast Community Center Monopole Communication Tower Commercial Vehicle Parking Cultural Facility Financial Institution Drive-thru Financial Institution Gas Station Light Manufacturing Medical Marijuana Dispensaries Retail Nursery Retail 0-64,900 square feet Recreational Vehicle Storage All Restaurants Vocational School Self-storage facility	Agricultural Support Intensive Animal Farm <b>Multifamily</b> Guyed Communication Tower Power Plants Low Intensity (non-cert) Retail 65,000 square feet
<b>BPC-2</b>  <i>Business Park Center-1</i>	Agricultural Support Intensive Animal Farm Commercial Vehicle Parking Government Facility Light Manufacturing <b>Motor Freight Terminal</b> Office or Office Park Personal Services Printing and Publishing Research & Development <b>Retail, Outdoor Sales</b> Production Studio Transit, Commercial Transit Facility <b>Vehicle Repair</b> <b>Autobody Repair</b> Warehousing and Distribution	Farmworker Dormitory Alcohol Package Sales Bar, Lounge, or Tavern Bed and Breakfast Community Center Guyed Communication Tower Monopole Communication Tower Commercial Vehicle Parking Cultural Facility Financial Institution Drive-thru Financial Institution Gas Station <b>Heavy Machinery Sales &amp; Service</b> <b>Dog Kennels</b> <b>Livestock Auction</b> Medical Marijuana Dispensaries Retail Nursery Retail 0-64,900 square feet Recreational Vehicle Storage All Restaurants Vehicle Recovery Vocational School Self-storage facility <b>Veterinary Service</b>	Power Plants Low Intensity (non-cert) <b>Power Plants High Intensity (non-cert)</b> Retail 65,000 square feet

*\*Uses with the same level of review in both categories not listed nor are agricultural and utility uses preempted by State Law  
 Also excluded are uses impractical due to property size or location.*

