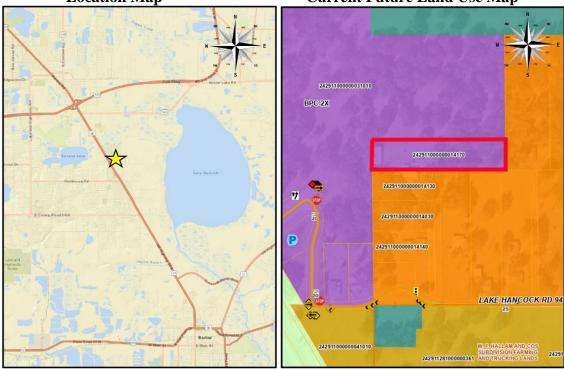
POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

DRC Date: March 6, 2025 **Level of Review:** PC Date: May 7, 2025 Comprehensive Plan Amendment Type: **BoCC Date:** June 17, 2025 **Case Numbers:** LDCPAS-2025-5 **Case Name:** Lake Hancock Road CPA **Case Planner: Applicant:** Robert Baker J.P. Sims, Planner II

Request:	A Future Land Use designation change from Business Park Center (BPC-X) to Residential Low (RL-X) on 2.28 +/- acres.
Location:	The subject property is located south of State Road 540 (Winter Lake Road), west of Elam Road, east of US Highway 98, north of Lake Hancock Road, in the US 98 Selected Area Plan, north of Bartow city limits, in Sections 11, Township 29, and Range 24.
Property Owner:	Robert and Anna Baker
Parcel Size/number:	2.28 +/- acres (Parcel #242911-000000-014170)
Development Area:	Transit Supportive Development Area (TSDA)
Nearest Municipality:	City of Lakeland
DRC Recommendation:	Approval
Planning Commission Vote:	Approval (7-0)
Public Comment:	None
Florida Commerce*	N/A

Location Map

Current Future Land Use Map



Summary

The applicants, Robert and Ann Baker, is requesting a Small-Scale Comprehensive Plan Amendment to change the Future Land Use Designations from Business Park Center (BPC-2X) to Residential Low (RL-1X) on a 2.28-acre parcel of property in the Transit Supportive Development Area (TSDA), TCCO Corridor in Center, and the US 98 Selected Area Plan (SAP). Site is located south of State Road 540, west of Elam Road, east of US Highway 98, and north of Lake Hancock Road, north of Bartow city limits, in Sections 11, Township 29, and Range 24.

Compatibility Summary

This request will be compatible with the surrounding area as US Highway 98 is an Urban Collector, which promotes a diversity of uses. It has Residential Low (RL-4X) surrounding the subject site to the south and east, while north and west are Business Park Center (BPC-2X) but undeveloped. There is currently a single family home developed on the site, with single family residences to the east and south.

Infrastructure Summary

The subject site is within the Lakeland Utilities Service Area. However, the site has well for water, and wastewater will be handled by on-site septic. This was confirmed by the Utilities GIS. The road with access, Lake Hancock Road, is an Urban Collector maintained by Polk County, where there is available capacity with close proximity to US Highway 98. Mass transit is available in the area with the Silver Line from Citrus Connection on Bartow Highway to the south, but there is not a stop directly adjacent to the site. Public safety response times are normal for this part of the County, and school capacity should not be an issue in the future as the applicant is looking to construct only one additional home. The request is compatible with the available infrastructure.

Environmental Summary

The nearest neighborhood park is Highland City Park 1.5 miles southwest of the site driving, and the nearest regional Park is Banana Lake Park 2.5 miles driving to the west of the subject site. The site is entirely comprised of Candler Sand. There are no wetlands or flood zone on site.

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-A7): Transit Supportive Development Area (TSDA)
- Policy 2.113-B: Business Park Center (BPC)
- Policy 2.120-C: Residential Low

Findings of Fact

Request and Legal Status

- This is an applicant-initiated request for the Future Land Use designation change from Business Park Center (BPC-X) to Residential Low (RL-X).
- The current Land Development code is BPC-2X
- The subject site is in the US Highway 98 which promotes a diverse development of lands along the corridor.
- The subject site is already developed with a single family residence, and the applicant has indicated that they are wanting to build one additional house.

Compatibility

- The existing uses surrounding the site are:
 - North BPC-2X; undeveloped
 - West BPC-2X; undeveloped.
 - East RL-4X; single family residential
 - South RL-4X; single family residential
- Per the Property Appraiser, the only building currently constructed on this parcel is a pole barn. However, it does appear via aerials that the rear of the applicant's house does cross over into this parcel from the south.

Infrastructure

- The zoned schools for the site are Highland City Elementary, Bartow Middle, and Bartow Senior High School.
- Polk County Fire Rescue Station 28 will be the response unit for fire and EMS for this site. It is located at 4101 Clubhouse Road in Highland City, with an approximate travel distance of 1.3 miles.
- The subject site is within the Sheriff Department's Southwest District. The Southwest District Office is located at 4120 US Highway 98 South in Lakeland.
- The subject site will be serviced by City of Lakeland's Utility Service Area for potable water. However, the site has well for water, and wastewater will be handled by on-site septic.
- Lake Hancock Road has no sidewalks along its entirety from west to east. There are sidewalks along US Highway 98.

- The closest mass transit route is the Silver Line with Citrus Connection. The closest bus stop to the subject site is on US Highway 98 south of the Clubhouse Road intersection.
- The nearest neighborhood park is Highland City Park 1.5 miles southwest of the site, and the nearest regional Park is Banana Lake Park 2.5 miles to the west of the subject site.

Environmental

- The subject site is relatively flat with a high elevation of 122 feet on the west side of the site and a low of 118 feet on the east side of the site.
- There are no wetlands or flood zone on site.
- The soil type for the site is 100% Candler Sand.
- 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.
- The site is not within an Airport Impact District.
- On the Polk Green Map, site does show in the Potential Network Connection. However, site and area around is partially developed with residential uses and slated for commercial uses so is most likely not a viable connection spot.

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:
 - o 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;
- o 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;
- o 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
 - ACTIVITY CENTERS: Regional Activity Centers, Community Activity Centers, Neighborhood Activity Centers, Convenience Centers, Tourism Commercial Centers, Employment Centers and High-Impact Commercial Centers.
 - RESIDENTIAL: Residential-High, Residential-Medium, and Residential-Low Districts.
 - 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:
 - o provide access to transit facilities;
 - o connect to centralized potable water and sanitary sewer systems;
 - o incorporate design features that promote healthy communities and green building practices, as established in Section 2.1251, Community Design, of this element;
 - o implement "Complete Street" and "Conservation Development" principles as established under Section 2.1251, Community Design, of this element;
 - o integrate pedestrian-oriented features, including sidewalks, trails or walkways into every development including appropriate pedestrian shelters or awnings;

- o provide access to civic space, parks, green areas, and open space and other amenities;
- o g.be supported by public safety (i.e., fire, EMS and law enforcement);
- o have access to public schools;
- o provide connectivity with adjacent uses within the TSDA, and facilitate connectivity between the TSDA and other urban centers and the rural development areas
- 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:
 - o increased densities and intensities within the Transit Corridors and Centers Overlay District subject to Policy 2.104-A7; and
 - o 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:
 - o Transit Corridor an area within \(^{1}\)4 mile of fixed route transit service:
 - Transit Center an area within a one mile radius of the point of access for transit services; and
 - o Transit Center Core an area within ¼ mile of the point of access for transit services.
 - o 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 2.113-B-1: CHARACTERISTICS Business-Park Centers are intended to promote employment opportunities within the region by allowing for the establishment of office parks, research and development parks, areas for light-industrial facilities, distribution centers, and mixed-use employment parks. Business-Park Centers are intended for land use activities that are conducted entirely within enclosed structures with the exception of loading and un-loading. These centers are not intended to accommodate major commercial or other similar high-traffic producing facilities. However, these centers often contain other minor commercial facilities, and wholesale facilities, within the Business-Park Center to support the businesses located there. General (approximate) characteristics of Business-Park Centers are:
 - ➤ Usable Area: 10 acres or more
 - Gross Leasable Area (GLA): 500,000 to 2,000,000 sq. ft.
 - ➤ Minimum Population Support: 150,000 or more people
 - > Service-Area Radius: 20 miles or more
 - > Typical Leading Tenant: One or more light-assembly plants, or warehouse facilities
 - ➤ Other Typical Tenants: Offices, distribution centers, research and development firms, High-Density Residential (with proper buffering).
- POLICY 2.113-B-2: DESIGNATION AND MAPPING Business-Park Centers shall be located throughout Polk County as designated on the Future Land Use Map Series as "Business-Park Centers" (BPC).
- POLICY 2.113-B-3: LOCATION CRITERIA Business-Park Centers shall be located
 with consideration being given to maximizing access to the arterial road system and with
 consideration given to the guidelines outlined in POLICY 2.404.-A1. In locating BusinessPark Centers, Polk County shall seek to minimize the routing of commercial traffic through
 residential areas. Business-Park Centers shall be located on:
 - a. arterial roads;
 - b. collector roads, if the proposed district is within 2 miles of an intersecting arterial road;
 - c. local commercial roads or private roads under the following conditions:
 - 1.the road has full median access onto to an arterial road;
 - 2.the road does not serve existing or expected future residential traffic from the surrounding area; and
 - 3.the road has a structural integrity and design characteristics suitable for truck traffic.
 - d. properties abutting an Industrial (IND) district or railroad line.
- POLICY 2.113-B-4: DEVELOPMENT CRITERIA Development within a Business-Park Center shall conform to the following criteria:
 - a.Business-Park Center developments shall have frontage on, or direct access to, a collector or better roadway, or a local commercial road or service drive that directly connects to a collector roadway or better. Business-Park Centers shall incorporate

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

- POLICY 2.113-B-5: ADJACENT DEVELOPMENT Subject to the criteria and requirements of Section 2.125-C relating to Transitional Areas, development adjacent to a Business-Park Center may include the following uses: Office, Self-storage Facilities, Medium-density Residential, Institutional, and Recreation and Open Space.
- POLICY 2.120-C1: CHARACTERISTICS Densities up to, and including, 5.00 DU/AC. The Residential-Low classification is characterized by single-family dwelling units, duplex units, and small-scale multi-family units.

- POLICY 2.120-C2: DESIGNATION AND <u>MAPPING</u> Residential-Low districts shall be located within TSDAs, UGAs, and UEAs as designated on the Future Land Use Map Series as "RL."
- POLICY 2.120-C3: LOCATION CRITERIA Residential-Low areas shall be located only within the TSDAs, UGAs, SDAs, and UEAs and new Residential-Low development shall not be located within Activity Centers. The placement of Residential-Low shall be evaluated based on the general criteria listed in Policy 2.119-A2.
- POLICY 2.120-C4: DEVELOPMENT CRITERIA Residential development may contain a variety of housing types as defined by the Land Development Code within the TSDA. Outside the TSDA, RL may contain single-family dwelling units, duplex units, small-scale multi-family units, and family-care homes, and shall be permitted, with County approval, at a density of up to, and including, 5 DU/AC. Additionally, community facilities may be allowed in accordance with policies of this Plan.

Development Review Committee Recommendation: Based on the information provided by the applicant, recent site visits, and the analysis conducted within this staff report, the Development Review Committee finds that with the proposed conditions, the proposed request **IS COMPATIBLE** with the surrounding land uses and general character of the area, **IS CONSISTENT** with the Polk County Comprehensive Plan and Land Development Code, and therefore, the Development Review Committee (DRC) recommends **APPROVAL of LDCPAS 2025-5.**

Planning Commission Recommendation: On June 17th, 2025, in an advertised public hearing, the Planning Commission voted 7:0 to **recommend APPROVAL of LDCPAS-2025-5.**

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	North	Northeast
BPC-2X; undeveloped	BPC-2X; undeveloped	RL-4X; single family residential
West	Subject Site	East
BPC-2X; undeveloped	BPC-2X; single family residential	RL-4X; single family residential
Southwest	South	Southeast
BPC-2X; undeveloped	RL-4X; single family	RL-4X; single family residential
	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's 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. TSDA's are areas within the County that, at a minimum, are currently served, or are programmed within the applicable Comprehensive Plan Capital Improvement Program to be served within the next ten years by County owned, municipal, or County franchised central sanitary sewage and potable water systems. TSDA's are also supported by, or programmed to be supported by, other services typically found to accompany urban development such as public safety services, an urban road network, and developed parks.

The request is a Future Land Use designation that is compatible with the surrounding area. In Section 2.120-C of the Land Development Code, Residential Low is allowed within the TSDA and it can include many different types of housing. In this instance, the applicant is looking to construct one additional home on the property.

B. Infrastructure

The subject site will be serviced by City of Lakeland's Utility Service Area for potable water. The Utilities GIS confirms that the water lines run adjacent to the south end of the subject site along Lake Hancock Road. However, the site has well for water, and wastewater will be handled by onsite septic. While there are wastewater lines nearby on the west side of US Highway 98, there are no wastewater lines showing along Lake Hancock Road so septic will most likely be what is utilized on site. The applicant owns the parcel to the south that has direct frontage on Lake Hancock Road, an Urban Collector that connects to US Highway 98, a Principal Arterial. 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 area has many approved projects currently in development which could alter that capacity. 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 2022-2023 School Year	Average driving distance from subject site
Highland City Elementary School	1 student	77%	1.4 miles
Bartow Middle School	1 student	96%	8 miles
Bartow Senior High School	1 student	81%	7.4 miles

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

It is important to note that the applicant is looking to construct one house on the property, so the impact to schools is minimal if at all.

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 Highway	11.9 +/- miles
	98 South, Lakeland, FL)	Priority 1 – 9:29
		Priority 2 – 26:04
Fire/ EMS	Station #28 (4101 Clubhouse Road, Highland City, FL)	1.3 +/- miles

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

Water and Wastewater

A. Estimated Demand

The subject site is within the City of Lakeland's Utility Service Area for potable water. However, the site will use well for water and wastewater will be handled by septic. The proposed RL-1X would use less water and produce less wastewater than the current land use of BPC-2X.

Table 4 Estimated Water and Sewer Impact Analysis

Permitted	Maximum Permitted in Existing	Maximum Allowable in
Intensity	Land Use BPC-2X	Proposed RL-1X with PD
2.28 +/-acres	2.28 acres = 99,317 sq ft	2.28 +/- acres X 7 du/ac =
99,317 sq ft	X 0.75 FAR = 74,788 sq ft	15 du
Potable	74,788 sq ft X 0.24 =	15 du X 360 GPD =
Water	17,877 GPD	5,400 GPD
Consumption		
Wastewater	17,877 GPD X 80% =	15 du X 270 GPD =
Generation	14.302 GPD	4,050 GPD

Source: Concurrency Manual: RL for single family residence is 360 GPD for water and 270 GPD for wastewater, Business Park Center uses Warehousing FAR of 0.75, 0.24/sf, and 80% of water for wastewater.

B. Service Provider

The subject site is within the City of Lakeland's Utility Service Area for water, but the site will use well for water and wastewater will be handled by septic. There is a Distribution Main Line for water that runs west to east on the south side of the subject property along Lake Hancock Road. While there is a wastewater line that runs along the west side of US Highway 98, that line does not extend down Lake Hancock Road.

C. Available Capacity

Information is not available for capacity as the water and wastewater is handled by City of Lakeland Utilities.

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.

Table 5 Estimated Transportation Impact Analysis

Permitted	Maximum Permitted in Existing	Maximum Allowable in
Intensity		
	Land Use BPC-2X	Proposed RL-1X with PD
2.20 . /	2.20 00.215 0	220 / WEL/
2.28 +/-acres	2.28 acres = 99,317 sq ft	2.28 +/- acres X 7 du/ac =
99,317 sq ft	X 0.75 FAR = 74,788 sq ft / 1000 = 75 sf	15 du
),,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,	11 07/2 111K = 7 19/00 5q 107 1000 = 72 51	10 44
Average	75 sf X 1.71 AADT =	15 du X 7.81 AADT =
Tiverage	76 52 12 17/1 12/12 =	
Annual	118 Trips (92% New Trips)	118 Trips (100% New Trips)
PM Peak	75 sf X 0.18 PM Peak =	15 du X 1 PM Peak (100% New Trips) =
	10 TD : (000/ NJ TD :)	15 m ·
	12 Trips (92% New Trips)	15 Trips

Source: Concurrency Manual and Table for Minor Traffic Study –Residential Low (RL) Single Family Detached Housing at 7.81 AADT and 1 PM Peak Hours (100% new trips), and Warehousing at 1.71 AADT and 0.18 Peak Hours (92% new trips).

B. Available Capacity

The roads surrounding the subject site have sufficient PM Peak capacity available for a single family residential development. There is currently a single pole barn developed on the site. The road accessing the site through easement, Lake Hancock Road, has available capacity. The table after this paragraph provides the current PM Peak Hour capacities of the nearby road links.

Table 6					
Link#	Road Name	Current LOS	Available Capacity	1.05	Projected Five Year LOS
8424E	LAKE HANCOCK RD/1ST STREET SE	В	675	D	В
8424W	(CLUBHOUSE ROAD E) to (US 98)	В	654	D	С
5406N	US 98 (SR 540 (WINTER LAKE ROAD) to	С	1013	D	C
5406S	O6S SR 570 (POLK PARKWAY)		932	D	C
Source: Polk Transportation Planning Organization, Roadway network Database 2023					

C. Roadway Conditions

Lake Hancock Road is an Urban Collector with available capacity in both directions. Lake Hancock Road has a PCI rating of Fair on this Road Link. US Highway 98 is maintained by the state so conditions are not tracked by Polk County. 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 no sidewalks running west to east along Lake Hancock Road, but there are sidewalks that run north to south along the east side of US Highway 98 west of the subject site.

E. Planned Improvements:

There are currently no planned County improvements along any of the traffic links.

F. Mass Transit

The closest mass transit route is the Silver Line with Citrus Connection, with the closest stop being on US Highway 98 south of the Clubhouse Road intersection, 1.9 miles to the south of the site.

Park Facilities:

The following analysis is based on public recreation facilities.

A. Location:

The nearest neighborhood park is Highland City Park 1.5 miles southwest of the site driving, and the nearest regional Park is Banana Lake Park 2.5 miles driving to the west of the subject site.

B. Services:

Highland City Park has a baseball complex, playground, and open pavilion space. Banana Lake Park has picnic areas, a playground, a walking trail, boat ramp, and a fishing pier.

C. Multi-use Trails:

The closest free hiking trail is the Fort Fraser Trail which is 0.13 miles to the southwest of the subject site.

D. Environmental Lands:

This site contains no County owned environmental lands. The closest environmental lands to the site is the Circle B Bar Reserve which is 0.38 +/- miles to the northeast of the subject site.

E. Planned Improvements:

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

Environmental Conditions

The site is entirely comprised of Candler Sand, which is suitable for building.

A. Surface Water:

There is no surface water on the subject site. On the Polk Green Map, site does show in the Potential Network Connection. However, site and area around is partially developed with residential uses and slated for commercial uses so is most likely not a viable connection spot.

B. Wetlands/Floodplains:

There are no wetlands or floodplains on the subject site. There is Flood Zone AE to the north of the subject site.

C. Soils:

The subject site is comprised of a mix of soil types as listed in Table 8 following this paragraph. According to the soil survey of Polk County, the soil is 100% Candler Sand which is suitable for most construction.

Table 8

Soil Name	Septic Tank Absorption Field Limitations	Limitations to Dwellings w/o Basements	% of Site (approximate)
Candler sand (21)	Slight	Slight	100%

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 will be connecting to water from City of Lakeland Utilities. The closest Well site is 1.47 miles to the southeast of the subject site.

G. Airports:

The site is not within an Airport Impact District.

Economic Factors:

There are no known economic factors that would impact the development of this site.

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. Residential Low (RL-1X) would be compatible with the surrounding area, as RL-1X is allowed to access Urban Collector roads, and can abut RL-4X and Business Park Center uses.

Comprehensive Plan Policy **Consistency Analysis** POLICY 2.102-A1: DEVELOPMENT LOCATION -The lands surrounding the subject site are Polk County shall promote contiguous and compact already detached single family homes to the growth patterns through the development process to south and east, with undeveloped BPC-2X to minimize energy costs, conserve land, water, and the west and north. City of Lakeland Utilities natural resources, minimize the cost of services, and are available in this area, but for water the site prevent development patterns where tracts of land are will use well, and wastewater will be handled by onsite septic. This request is consistent by-passed in favor of development more distant from with this policy. services and existing Communities. 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. 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 The timing is consistent with the growth in the populated areas: d. economic issues, such as minimum area as the surrounding sites to the east and population support and market-area radius (where south are already being used for housing. applicable);e. adequacy of support facilities or There is ample connectivity to water and adequacy of proposed facilities to be provided by the electricity. Fire is close by with low response time of development, including, but are not limited to: times, while Sheriff is close enough to not be 1. transportation facilities, including but not limited to, an issue. None of the three schools that are 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

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,

enforcement; 8. schools

applicable.

other public safety features such as law

other

educational

and

when

Comprehensive Plan Policy	Consistency Analysis
• POLICY 2.104-A1: DESCRIPTION - Transit Supportive Development Areas shall meet the following criteria:	
o 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; o b.be supported by existing or planned urban type services that are programmed or expected for the 10-year planning horizon; o 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; o 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.	Residential Low is an allowable use in the TSDA. There is ample infrastructure available in the area to support this land use with connections to water, with septic handled on site. Sidewalks run north to south along the nearby US Highway 98. Lake Hancock Road is an Urban Collector road with available capacity. There are emergency services, parks, education, mass transit, and higher density residential development closeby. The subject site sits within the Transit Corridor Center which allows for higher density developments.
• POLICY 2.104-A3: LAND USE CATEGORIES - The following land use categories shall be permitted within TSDAs, in accordance with applicable criteria	
o ACTIVITY CENTERS: Regional Activity Centers, Community Activity Centers, Neighborhood Activity Centers, Convenience Centers, Tourism Commercial Centers, Employment Centers and High- Impact Commercial Centers. o RESIDENTIAL: Residential-High,	

Residential-Medium, and Residential-Low Districts.

Commercial Enclaves, Industrial, Business-Park Centers, Office Centers, Leisure Recreation, Mixed

OTHER: Linear Commercial Corridors,

Comprehensive Plan Policy	Consistency Analysis
Use, Institutional, Professional Institutional, Recreation and Open Space, Preservation.	
o 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:	
o provide access to transit facilities; o connect to centralized potable water and sanitary sewer systems; o incorporate design features that promote healthy communities and green building practices, as established in Section 2.1251, Community Design, of this element; o implement "Complete Street" and	
"Conservation Development" principles as established under Section 2.1251, Community Design, of this element;	
o integrate pedestrian-oriented features, including sidewalks, trails or walkways into every development including appropriate pedestrian shelters or awnings;	
o provide access to civic space, parks, green areas, and open space and other amenities; o g.be supported by public safety (i.e., fire, EMS and law enforcement);	
o have access to public schools; o provide connectivity with adjacent uses within the TSDA, and facilitate connectivity between the TSDA and other urban centers and the rural development areas.	
o 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.	

Comprehensive Plan Policy	Consistency Analysis
• POLICY 2.104-A6: GENERAL INCENTIVES - Polk County shall encourage and promote compact, mixed-use by allowing:	
o increased densities and intensities within the Transit Corridors and Centers Overlay District subject to Policy 2.104-A7; and o 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:	
o Transit Corridor - an area within ¼ mile of fixed route transit service; o Transit Center - an area within a one mile radius of the point of access for transit services; and o Transit Center Core - an area within ¼ mile of the point of access for transit services. o 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	

Comprehensive Plan Policy	Consistency Analysis
design that allows for project phasing in order to preserve the maximum development potential of the subject parcel(s).	
POLICY 2.120-C1: CHARACTERISTICS - Densities up to, and including, 5.00 DU/AC. The Residential-Low classification is characterized by single-family dwelling units, duplex units, and small-scale multifamily units.	
POLICY 2.120-C2: DESIGNATION AND MAPPING - Residential-Low districts shall be located within TSDAs, UGAs, and UEAs as designated on the Future Land Use Map Series as "RL."	
POLICY 2.120-C3: LOCATION CRITERIA - Residential-Low areas shall be located only within the TSDAs, UGAs, SDAs, and UEAs and new Residential-Low development shall not be located within Activity Centers. The placement of Residential-Low shall be evaluated based on the general criteria listed in Policy 2.119-A2.	The subject site is currently designated as Business Park Center (BPC-2X), which is also an allowable use in the TSDA and abuts appropriate land uses. The site already has a pole barn and part of a single-family residential developed on it and is abutting single family residences to the south and east.
POLICY 2.120-C4: DEVELOPMENT CRITERIA - Residential development may contain a variety of housing types as defined by the Land Development Code within the TSDA. Outside the TSDA, RL may contain single-family dwelling units, duplex units, small-scale multi-family units, and family-care homes, and shall be permitted, with County approval, at a density of up to, and including, 5 DU/AC. Additionally, community facilities may be allowed in accordance with policies of this Plan.	

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

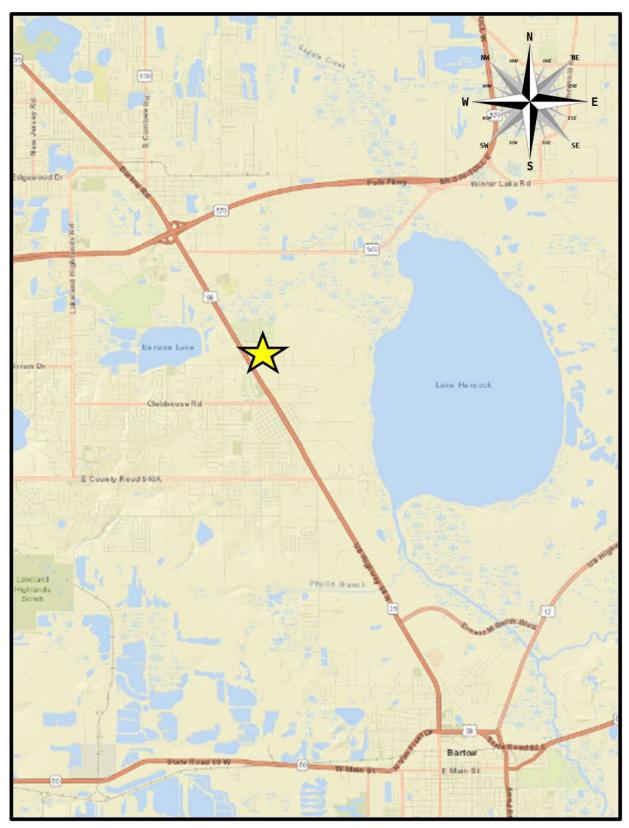
Comments from other agencies

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	BPC Permitted and Conditional Uses
Exhibit 6b	RL Permitted and Conditional Uses

Applicant's submitted documents and ordinance as separate files



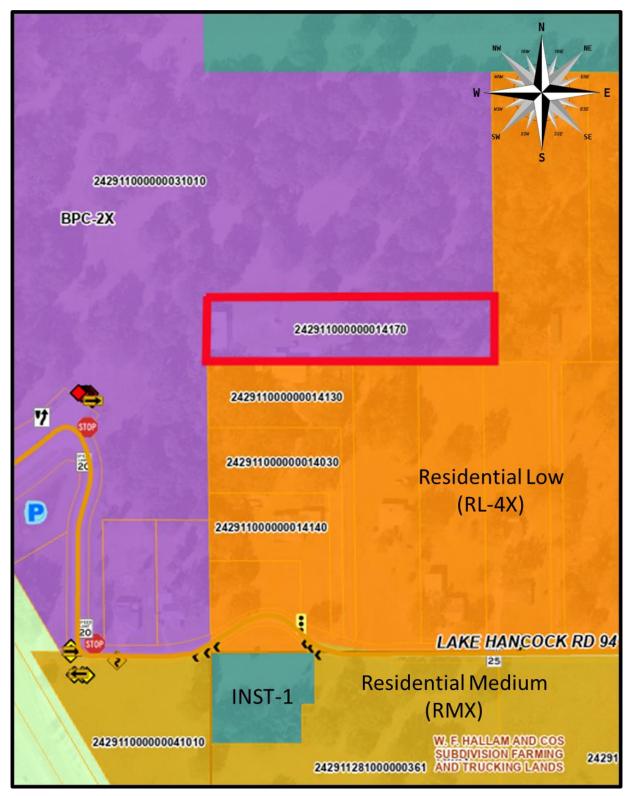
LOCATION MAP



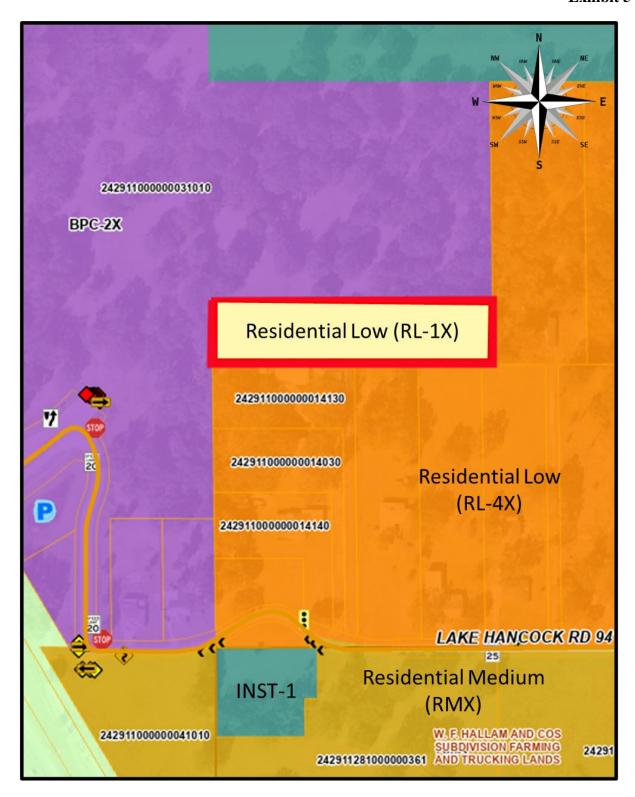
2023 AERIAL PHOTO CONTEXT



2023 AERIAL PHOTO CLOSE UP



CURRENT FLUM
Business Park Center (BPC-2X)



PROPOSED FLUM Residential Low (RL-1X)

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

Business Park Center (BPC-2X) PERMITTED AND CONDITIONAL USES

FLU	PERMITTED	CONDITIONAL USE	CONDITIONAL USE
	(By Right)	Level 1 or 2 Review	Level 3 or 4 Review
		(Technical Staff Review)	(Public Hearing)
RL-1	Single-family Detached Home & Subdivision, Farming General, Utilities- Class I	Group Home- Small (6 or less residents), Mobile Homes- Individual, Animal Farm- Intensive, Emergency Shelter- Small (6 or less residents), Golf Course, Livestock Sale-Auction, Nurseries and Greenhouses, Recreation-Passive, Utilities- Class II, Residential Infill	Group Living Facility (15 or more residents), Multifamily, Short-Term Rental Unit, Planned Development, Residentially Based Mixed Development (RBMD), Transitional Area Development, Adult Day Care Center (7 or more clients), Agricultural
		Development, Recreation- Low Intensity, School- Elementary, School- Middle	Support- Off-Site, Bed and Breakfast, Childcare Center, Communication Tower- Monopole, Communication Towers- Guyed and Lattice, Community Center, Cultural Facility, Emergency Shelter- Large (15 or more residents), Government Facility, Helistops, Mining-Non-phosphate, Recreation- High Intensity, Recreation- Vehicle Oriented, Religious Institution, Riding Academies, School- High, School- Leisure/Special Interest, Utilities- Class III, Mobile Home Park, Mobile Home Subdivision

Residential Low (RL-1X) PERMITTED AND CONDITIONAL USES