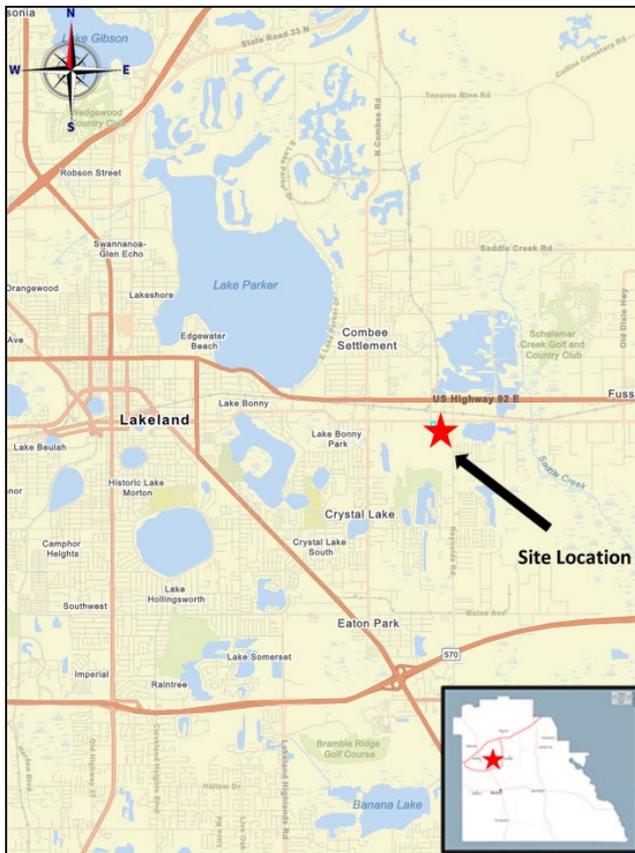


POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

DRC Date:	June 29, 2024
Planning Commission Date:	December 4, 2024
BoCC Dates:	N/A
Applicant:	Angela Inzerillo
Level of Review:	Level 3 Review, Conditional Use
Case Number and Name:	LDCU-2024-21 Main Street Quadplexes
Request:	The applicant is requesting Conditional Use (CU) approval for two quadplexes on approximately 1.89 acres.
Location:	South of Main St E, west of Reynolds Rd, east of Combee Rd S, east of the City of Lakeland in Section 15, Township 28, Range 24.
Property Owner:	Angela Inzerillo
Parcel Size:	±1.89 acres (242815-0000000-22010)
Development Area/Overlays:	Transit Supportive Development Area (TSDA)
Future Land Use:	Residential Low-4 (RL-4)
Nearest Municipality	Lakeland
DRC Recommendation:	Conditional Approval
Planning Commission Vote:	Pending

Site Location



2023 Aerial



Summary:

The applicant is requesting Conditional Use (CU) approval to locate two quadplexes on an approximately 1.89-acre lot within a Residential Low-4 (RL-4) Future Land Use District (See Exhibit 2). Chapter 2, Table 2.1 (Use Table for Standard Land Use District) of the Land Development Code indicates the placement of quadplexes within a RL-4 land use district requires Conditional Use approval via a Level 3 Review (Planning Commission). In order to meet current development approval conditions, quadplex requests are subject to the standards found in Section 303 of the LDC for multi-family.

This site is located in a Transit Supportive Development Area (TSDA) and has availability of infrastructure and other community facilities and services, including, but not limited to, mass transit and other transportation alternatives; utilities; public safety; recreational, and educational services. The nearest sewer line is approximately 0.72 miles away. No environmental issues are located on the site which would hinder development.

Staff recommends approval. The number of units requested is small enough that there are no perceivable compatibility issues inherent to this request. The subject site is surrounded by industrial uses and mobile home parks. Two quadplexes will not have adverse effects on public infrastructure. This development adds a bit more housing diversity to the area and should fit seamlessly into the surrounding community. The request is consistent with the Comprehensive Plan and Land Development Code. Staff recommends approval.

Findings of Fact

- *LDCU-2024-21 is a Conditional Use (CU) request for two (2) quadplexes (eight multi-family units) on Parcel No. 242815-0000000-22010 (+/- 1.89 acres) within a Residential Low-4 (RL-4) land use district in the Transit Supportive Development Area (TSDA).*
- *The property is Residential Low. POLICY 2.120-C1 of the Comprehensive Plan states that the “Residential-Low classification is characterized by single-family dwelling units, duplex units, and small-scale multi-family units. And allows for Densities up to, and including, 5.00 DU/AC”*
- *The site is located in the Transit Supportive Development Area (TSDA), 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”, according to POLICY 2.104-A1 of the Comprehensive Plan.*
- *The property is designated Residential Low-4 (RL-4) on the Future Land Use Map. RL-4 allows up to 4 du/ac.*
- *Chapter 2, Section 205, Table 2.1 requires a Level 3 Review for “Multi-family” in the RL-4 District.*
- *The surrounding Future Land Use and LDC Sub-district Map districts are RL-4 to the east and west. IND is to the north and south.*
- *The existing land uses are mobile home parks to the east and west. Industrial uses are to the north.*
- *The property is zoned for the closest schools, which are Clarence Boswell Elementary, Crystal Lake Middle, and Tenoroc High School.*

- *Fire and ambulance responses to this project are from Fire Station 39, located at 3325 E Main St, Lakeland, FL 33801. The travel distance is approximately 400 feet.*
- *There is a fire hydrant within 350 feet of the farthest reach on the property.*
- *The site is served by the Polk County Sheriff's Office Southwest District Command Center, located at 4120 US Hwy 98 S in Lakeland, approximately 4.4 miles driving distance from the site.*
- *City of Lakeland Utilities Department will provide potable water service to the site. An eight-inch line abuts the property.*
- *The site is not located within a wastewater service area.*
- *E Main St is classified as an Urban Collector Road in the Polk County Roadway Inventory and is tracked for traffic counts or concurrency on the Polk County Transportation Organization's Roadway Network Database.*
- *There are floodplains and no wetlands on or near the site.*
- *The site is comprised of Sparr Sand and Zolfo Fine Sand according to the Polk County GIS.*
- *According to the Polk County Endangered Habitat Map, the site is not located within a one-mile radius of an endangered animal species sighting (Source: Florida Natural Areas Inventory)*
- *The site is not within the Lakeland-Linder Airport flight path.*

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 request **IS COMPATIBLE** with the surrounding land uses and general character of the area and **IS CONSISTENT** with the Polk County Comprehensive Plan and Land Development Code. Therefore, the Development Review Committee (DRC) recommends **APPROVAL of LDCU-2024-21.**

CONDITIONS OF APPROVAL

Based upon the findings of fact, the Development Review Committee recommends APPROVAL of LDCU-2024-21 with the following conditions:

1. LDCU-2024-21 is approved for two quadplexes (eight multi-family units) on Parcel # 242815-0000000-22010 as indicated in the site plan and staff report. [PLG]

GENERAL NOTES

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

NOTE: Approval of this request shall not constitute a waiver or variance from any applicable development requirement unless specifically noted in the conditions of approval and consistent with the LDC.

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: Approval of this request is only for Level 3 Review and only for those development decisions within the Planning Commissioners' jurisdiction. A Level 2 Review (engineered plans) will be required reflecting the standard conditions listed in Section 303 of the Land Development Code and the development standards listed in Chapter 7 of the Land

Development Code. Upon completion of the Level 2 Process, building permits will be required for all structures in accordance with Chapter 553 of the Florida Statutes.

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.

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		
Northwest: IND Vacant	North: IND Salvage yard	Northeast: IND Salvage yard
West: RL-4 Mobile home park	Subject Property: RL-4 Vacant Residential	East: RL-4 Mobile home park
Southwest: IND Vacant	South: IND Vacant	Southeast: IND Vacant

The property is surrounded by two mobile home parks. Vacant parcels are to the south and a salvage yard is located across the street to the north.

Compatibility with the Surrounding Land Uses and Infrastructure:

The development density proposed within this request is similar to surrounding development. This area is a mixture of industrial uses and mobile home parks.

A. Land Uses:

This request is only for unit type and is compatible with surrounding land uses and available infrastructure. The impact from two quadplexes is minimal. The dominant surrounding use is industrial uses and mobile home parks. This is an area of the County that needs diverse housing. This development will provide alternative housing for people living in this community. Street lighting will be required along E Main St and landscape buffers will be required to the south and north of the parcel. The site will meet setbacks for RL-4 and will have open space.

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.”

B. Infrastructure:

The site is located within an area that has a significant amount of urban infrastructure and services with ample capacity to serve it. Water is abundant and connectable to the site. There is a fire hydrant nearby and all public safety services are within three miles or less. Schools have adequate capacity, and there are community and regional parks nearby.

Nearest and Zoned Elementary, Middle, and High School

The property is zoned for mostly the closest schools, which are Clarence Boswell Elementary, Crystal Lake Middle, and Tenoroc High School. The student estimates in Table 2, to follow, assume typical residential habitation for two quadplexes. All schools are operating at or below a level of 89% capacity.

Table 2

Name of School	Annual Estimated Demand	Distance from subject site	School Capacity
Clarence Boswell Elementary	2 students	±4.5 miles driving distance from entrance to entrance	89%
Crystal Lake Middle School	1 student	±2 miles driving distance from entrance to entrance	66%
Tenoroc High School	1 student	±4.3 miles driving distance from entrance to entrance	63%

Source: Polk County School Board, Tischler & Associates Study, GIS

Last year, Clarence Boswell Elementary had 693 student stations of permanent capacity with an enrollment of 619 students (74 available). Crystal Lake Middle had 1,315 permanent stations and an enrollment of 864 students (451 available). Tenoroc High had 1,938 stations and 1,157 students (781).

Nearest Sheriff, Fire, and EMS Station

Fire response to this project is from Fire Station 39, located at 3325 E Main St, Lakeland, FL 33801. The travel distance is approximately 400 feet, and response times are estimated to average three (3) minutes. Response times can vary significantly based on many factors. The site has access to an adequately sized water line that runs along E Main St and a fire hydrant within 350 feet of the entire property.

Table 3

	Name of Station	Distance	Response Time*
Sheriff	Southwest District (4120 US Hwy 98 S)	4.4 ± miles	P1 – 10:11 P2 – 22:41
Fire	Station 39 (3325 E Main St)	400 ± feet	3 minutes
EMS	Station 39 (3325 E Main St)	400 ± feet	3 minutes

Source: Polk County Sheriff's Office and Public Safety

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

The nearest Sheriff's substation is the Northwest District located at 4120 US Hwy 98 S in Lakeland approximately 4.4 miles driving distance from the site. Sheriff response times are not as much a function of the distance to the nearest sheriff's substation rather more a function of the overall number of patrol officers within the County.

Water and Wastewater Demand and Capacity:

Potable water from the city of Lakeland is in close proximity to the property, and there is ample capacity for one duplex. The site will not be connecting to central wastewater services and will be using septic. The County does not have lines within a right-of-way nearby.

A. Estimated Demand and Service Provider:

The proposed development is for two (2) quadplexes (eight units). Single-family uses are estimated to demand 360 gallons per day (GPD) for water and generate 270 GPD for wastewater. Multi-family uses are estimated to demand 198 gallons per day (GPD) for water and generate 180 GPD for wastewater. Table 4, to follow, provides generalized estimates of the anticipated water and wastewater impacts. The impacts on the system are insignificant.

Table 4

Subject Property	Estimated Impact Analysis		
	Demand as Currently Permitted RL-4	Maximum Permitted in the District RL-4	Proposed Plan
1.89± acres RL-4			
Permitted Intensity	7 single-family dwelling units	13 single-family attached dwelling units	2 quadplexes (eight units)
Potable Water Consumption (GPD)	2,520 GPD	4,680 GPD	1,584 GPD
Wastewater Generation (GPD)	1,890 GPD	3,510 GPD	1,440 GPD

Source: Polk County Concurrency Manual & Polk County Utilities

The site is located in the City of Lakeland's service area for water and septic for wastewater. The development will need an administrative waiver as the TSDA requires sewer connection. The site plan shows two septic tanks. The location and number of septic tanks will be up to the Department of Environmental Protection. The site may need an enhanced septic system.

B. Available Capacity:

There is an 8-inch potable water line abutting the property. The City of Lakeland has ample capacity of water to serve the site. The nearest sewer line is approximately 0.72 miles away. The city has two main water treatment plants, T.B. Williams Plant and the C. Wayne Combee Plant. Together they are capable of serving the city system with 59 MGD from 19 different well systems.

C. Planned Improvements:

There are currently no future plans for improvements in this area.

Roadways/ Transportation Network

The surrounding roadway network is more than adequate to serve two quadplexes. E Main St is classified as an Urban Collector Road in the Polk County Roadway Inventory and is tracked for traffic counts or concurrency on the Polk County Transportation Organization's Roadway Network Database.

A. Estimated Demand:

The proposed development of two (2) quadplexes will not result in a significant loss of

transportation capacity on E Main St (See Tables 5 & 6). It is estimated that there will be 6.74 vehicle trips per unit each day on average and approximately (0.51) vehicle trip per unit either coming or going during the peak hour.

Table 5

Subject Property	Estimated Impact Analysis		
	Demand as Currently Permitted RL-4	Maximum Permitted in the District RL-4	Proposed Plan
1.89± acres RL-4			
Permitted Intensity	7 single-family dwelling units	13 single-family detached dwelling units	2 quadplexes (eight units)
Average Annual Daily Trips (AADT)	55	102	54
PM Peak Hour Trips	7	13	4

Source: Polk County Concurrency Manual

This request will not require either a major or minor traffic study since the average annual daily trip rate (AADT) will be less than 50 trips per day. This proposed development will have no significant effect on the roadway system.

B. Available Capacity:

There is currently more than adequate capacity to serve two quadplexes. Table 6 to follow displays the generalized capacity on the most affected transportation link. E Main St currently has the capacity to assimilate all eight (8) units and not fall below the Level of Service standard set by the Board. E Main St is operating at a “C” Level of Service, the minimum standard is “E”. It is estimated that an additional 525 more vehicles can travel eastbound and 514 can travel westbound before the roadway exceeds its generalized level of service standard.

Table 6

Link #	Road Name	Current Level of Service (LOS)	Available PM Peak Hour Capacity	Minimum LOS Standard
4043E	CR 542 (Main St E/K-Ville Ave) From: SR 659 To: Thornhill Rd	C	525	E
4043W	CR 542 (Main St E/K-Ville Ave) From: SR 659 To: Thornhill Rd	C	514	E

Source: Polk County Transportation Planning Organization, Concurrency Roadway Network Database October 13, 2023

C. Roadway Conditions:

E Main St is under County maintenance and is a collector road that currently has 20 feet of pavement width.

D. Planned Improvements:

There are no other projects in the current 5-year Community Investment Program within proximity to this proposed development.

E. Mass Transit

The closed mass transit bus stop is the Purple Line (LAK/WH) route that runs west to east on E Main St. This route connects the downtown Lakeland terminal with the downtown Winter Haven

terminal.

Park Facilities:

The closest park to the site is Saddle Creek Park & Campground within the unincorporated area.

A. Location:

Saddle Creek Park & Campground is located at 3716 Morgan Combee Rd approximately 1.6 miles driving distance from the site.

B. Services:

The park includes a playground, picnic tables and picnic shelters, softball field, walking trails and a gun range.

C. Planned Improvements

There are no planned improvements to either park in either the City’s or the County’s 5-year capital improvements plan.

Environmental Conditions

There are no environmental limitations with the development of this property for two quadplexes. There are no wetlands near the site. The proposed development will be connected to public water services, but not wastewater. The soil onsite has moderate limitations, so a more advanced septic system may be required. Protected species and airports are not a concern.

A. Surface Water

There are no surface water ponds on or near the subject property.

B. Wetlands/Floodplains:

There are no wetlands but there are floodplains onsite. The closest wetland system is over 150 feet southwest. The closest Flood Hazard area is to the south of the site. However, the base flood elevation is approximately 127 -121 according to LIDAR information of the County’s GIS system.

C. Soils:

The site is comprised of Sparr Sand and Zolfo Fine Sand according to the County’s GIS system. The moderate nature of the soils will support septic tanks.

Table 7

Soil Name	Septic Tank Absorption Field Limitations	Limitations to Dwellings w/o Basements	% of Site (approximate)
Sparr Sand	Severe wetness	Moderate: wetness	79.6%
Zolfo Fine Sand	Severe: wetness	Moderate: wetness	20.4%

Source: Soil Survey of Polk County, Florida, GIS

D. Protected Species

According to the Florida Biodiversity Matrix, the site is not located within a one-mile radius of an endangered animal species sighting. (Source: Florida Natural Areas Inventory)

E. Archeological Resources:

There are no protected archeological resources that the one duplex would adversely impact according to the Florida Department of State, Division of Historical Resources.

F. Wells (Public/Private)

The area has historically been served potable water from the City of Lakeland.

G. Airports:

The site is approximately 11 miles from Lakeland-Linder Regional Airport. The proposed quadplexes will not exceed the district height limits.

Economic Factors:

The Board of County Commissioners has consistently emphasized the need for more affordable housing and the utilization of existing infrastructure. This area is a prime location for affordable housing. It is in close proximity to many retail goods and services including many employment opportunities.

Consistency with the Comprehensive Plan and Land Development Code:

The site is located in the Transit Supportive Development Area (TSDA), 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*” according to POLICY 2.104-A1 of the Comprehensive Plan. There are public water services available to the proposed development. There is adequate traffic capacity on the affected roadways. The applicant proposes some onsite recreational amenities, but there are also public facilities within less than three miles. Public safety facilities are at urban service levels and within close proximity.

This request is not a given or it would not require Level 3 Review. The Planning Commission must still evaluate the proposal for compatibility with neighboring land uses, infrastructure, and surrounding environmental resources. Table 9, to follow, provides an analysis of the proposed request when compared to typical policies of the Comprehensive Plan selected by staff for evaluation of development proposals. Based upon this analysis, the proposed request is consistent with relevant policies of the Polk County Comprehensive Plan.

Table 8

Comprehensive Plan Policy	Consistency Analysis
<p>POLICY 2.102-A2: COMPATIBILITY - Land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other Policies in this Future Land Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.</p>	<p>Staff finds the proposed quadplex development is compatible with neighboring properties and there is adequate infrastructure to support it as well.</p>
<p>POLICY 2.102-A1: DEVELOPMENT LOCATION – Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing Communities.</p>	<p>The site is located in close proximity to transit, retail goods and services, and there is existing infrastructure such as fire hydrants and an urban collector roadway.</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 proposed development is consistent with services available in the Transit Supportive Development Area (TSDA). The nearest sewer line is approximately 0.72 miles away.</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>The site is located within an area that has a significant amount of urban infrastructure and services with ample capacity to serve it. This request is filling in one of the few vacant properties in the area.</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>The subject property is located within an area of the County that has adequate public safety services as identified in the staff report. There is also a fire hydrant within 350 feet of the furthest most reach of the property.</p>

The Planning Commission, in the review of development plans, shall consider the following factors listed in Table 4 in accordance with Section 906.D.7 of the LDC.

Table 4

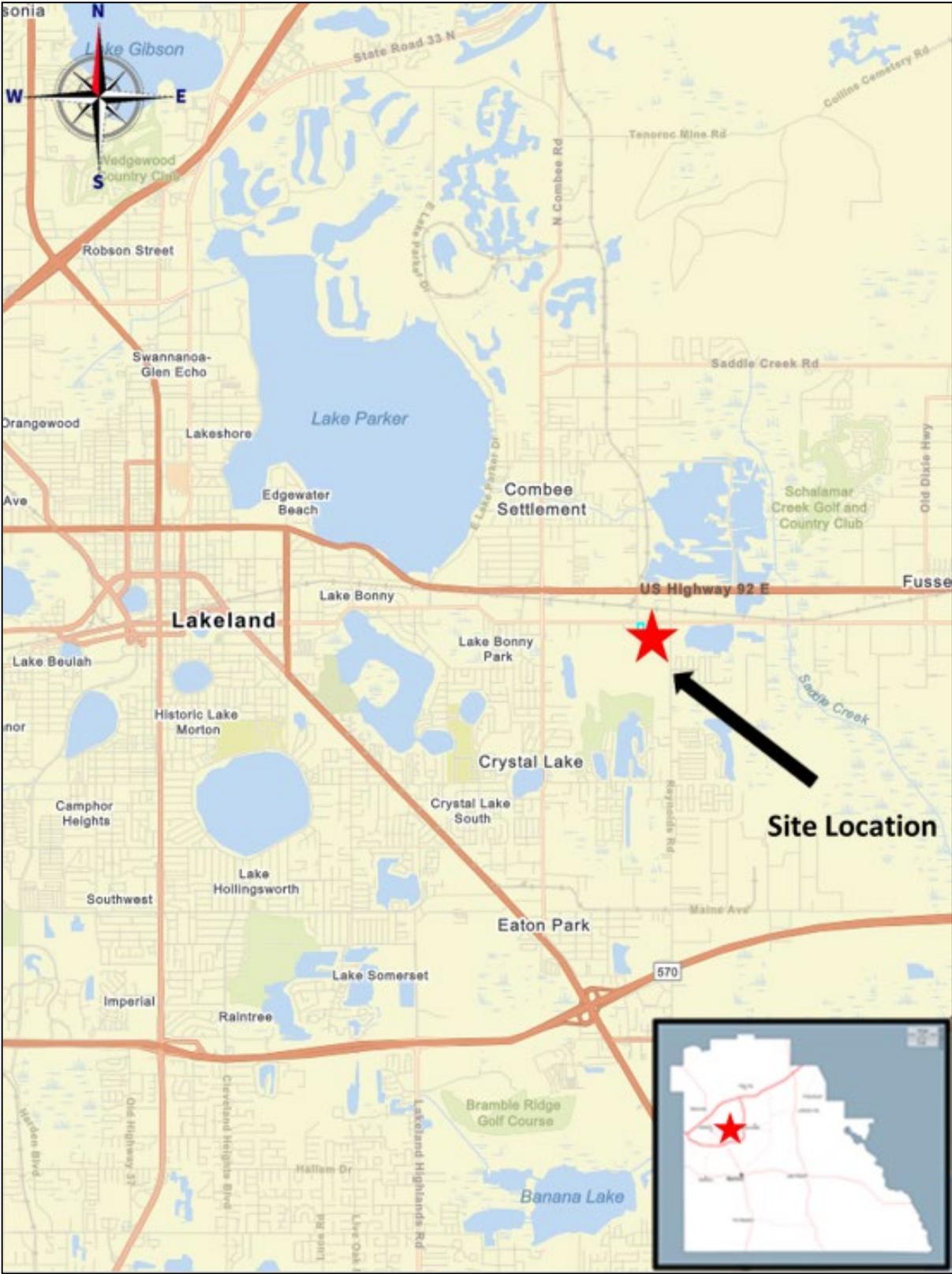
<p>The Planning Commission, in the review of development plans, shall consider the following factors in accordance with Section 906.D.7 of the LDC:</p>	
<p>Whether the proposed development is consistent with all relevant requirements of this Code;</p>	<p><i>Yes, this request is consistent with the LDC, specifically Section 303 which permits this use upon completion of a Level 3 Review. These can be found in the Findings of Fact on Pages 2-3 of the staff report.</i></p>
<p>Whether the proposed development is consistent with all applicable policies of the Comprehensive Plan;</p>	<p><i>Yes, this request is consistent with the Comprehensive Plan, as reviewed above.</i></p>

Whether the proposed use is compatible with surrounding uses and the general character of the area, including such factors as density, height, bulk, scale, intensity, traffic, noise, and appearance; and	<i>Yes, the request is compatible with surrounding uses and the general character of the area. See Pages 4 & 5 of this staff report for data and analysis on surrounding uses and compatibility.</i>
How the concurrency requirements will be met if the development were built.	<i>This request will not require concurrency determinations from utilities, the School Board, or TPO. The impact on public services can be found in the analysis found on Pages 5-7 of the staff report.</i>

Comments from other Agencies: None

Exhibits

- Exhibit – 1 Location Map
- Exhibit – 2 Future Land Uses
- Exhibit – 3 2023 Satellite Photo (Context)
- Exhibit – 4 2023 Satellite Photo (Close-up)
- Exhibit – 5 Site Plan



LOCATION MAP



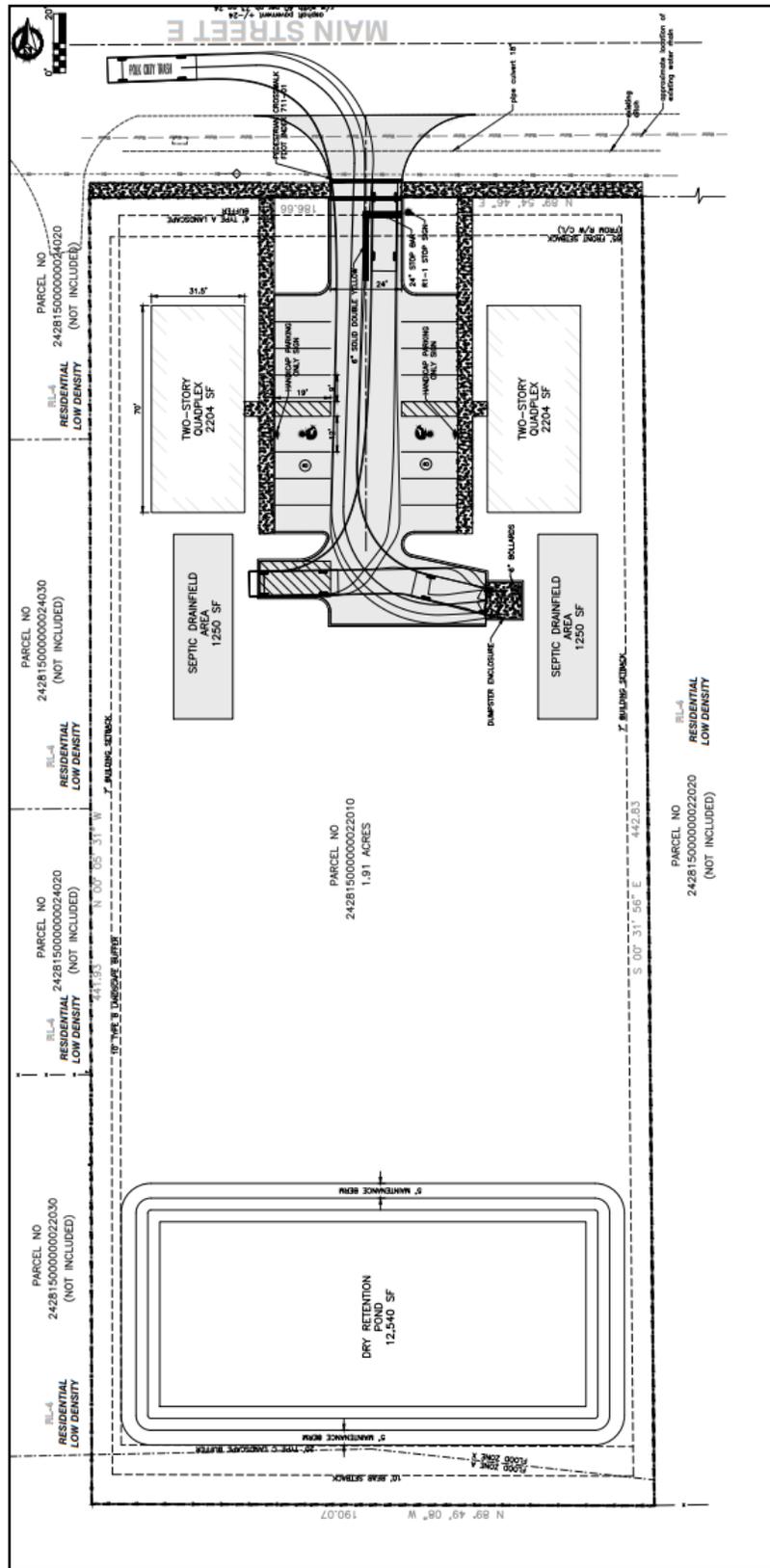
FUTURE LAND USES



2023 SATELLITE PHOTO (Context)



2023 AERIAL PHOTO (Close-up)



SITE PLAN