POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

BoCC Date:August 19, 2025Case Numbers:LDCPAS-2025-9Applicant:Bart Allen, Peterson &Case Planner:J.P. Sims, Planner II	DRC Date: PC Date:	May 1, 2025 July 9, 2025	Level of Review: Type:	4 Comprehensive Plan Amendment
	BoCC Date:	August 19, 2025		
Myers	Applicant:	Bart Allen, Peterson & Myers	Case Planner:	J.P. Sims, Planner II

Request:	A Future Land Use designation change from Town Center (TCX) to Employment Center (ECX) on 5.45 +/- acres.
Location:	The subject property is located south of Clubhouse Road, west of First Street Southeast, east of US Highway 98, north of County Road 540A, in the US 98 Selected Area Plan, north of Bartow city limits, in Sections 14, Township 29, and Range 24.
Property Owner:	ADM Florida Properties LLC
Parcel Size/number:	5.45 +/- acres (Parcel #242914-000000-011010, 242914-283000-030510)
Development Area:	Transit Supportive Development Area (TSDA)
Nearest Municipality:	City of Lakeland
DRC Recommendation:	Approval
Planning Commission Vote:	Pending
Public Comment:	Pending
Florida Commerce*	N/A

Location Map





Summary

The applicant, Bart Allen, of Peterson and Myers Law Firm, is requesting a Small-Scale Comprehensive Plan Amendment to change the Future Land Use Designations from Town Center (TCX) to Employment Center (ECX) on 5.45-acre parcels 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 Clubhouse Road, west of First Street Southeast, east of US Highway 98, and north of County Road 540A, 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 Medium (RMX) surrounding the subject site to the east, while north, south, and west are Town Center (TCX). All properties are developed in some capacity. There is currently a Culver's quick service restaurant and a vacant warehouse developed on the site, with single family residences to the east and a McDonald's restaurant to the north. Per the applicant, the proposed change reflects the fact the property has never developed in conjunction with the primary node of the TCX uses. As a result, the requested change will maintain the ability to develop with uses supporting and complementary to the larger TCX area.

Infrastructure Summary

The subject site is within the Lakeland Utilities Service Area for both water and sewer. This was confirmed by the Utilities GIS. The road with access, Clubhouse 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 with 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 0.5 miles southwest of the site driving, and the nearest regional Park is Banana Lake Park 1.5 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 2.131-RA4: DEVELOPMENT CRITERIA FOR MODIFIED LAND USE CATEGORIES Town Center
- Policy 2.131-RA4: DEVELOPMENT CRITERIA FOR MODIFIED LAND USE CATEGORIES Employment Center

Findings of Fact

Request and Legal Status

- This is an applicant-initiated request for the Future Land Use designation change from Town Center (TCX) to Employment Center (ECX).
- 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 Culver's quick service restaurant and a vacant warehouse.

Compatibility

- The existing uses surrounding the site are:
 - North TCX; McDonald's quick service restaurant
 - West TCX; various commercial uses including a church and business
 - East RMX; single family residential
 - South TCX; undeveloped

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 0.3 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 is within the Lakeland Utilities Service Area for both water and sewer.
- Clubhouse Road has 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 0.5 miles southwest of the site, and the nearest regional Park is Banana Lake Park 1.5 miles to the west of the subject site.

Environmental

- The subject site is relatively flat with a high elevation of 119 feet on the southeast side of the site and a low of 116 feet on the northwest 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:
 - a.be those areas where the availability of infrastructure and other community facilities and services, including, but not limited to mass transit and other transportation alternatives, utilities, public safety, recreational and educational services, promotes and supports the location of higher density and intensity compact, mixed use development;
 - b.be supported by existing or planned urban type services that are programmed or expected for the 10-year planning horizon;
 - c.be designated as part of a coordinated land use and transportation strategy that supports the provision of improved and expanded transit services, as identified in the Transportation Planning Organization (TPO) 2060 Transportation Vision Plan and the connecting circulator routes, in order to increase mobility and travel options;
 - d. include development criteria that:1.promote the development of walkable communities which include a balance between employment opportunities, mix of complementary uses and activities, and a range of housing opportunities;2.improve access to employment areas, schools, shopping and recreational opportunities;
- POLICY 2.104-A2: DESIGNATION AND MAPPING The Future Land Use Map Series shall designate and map TSDAs for those areas of the County meeting the general characteristics of this Section 2.104.
- POLICY 2.104-A3: LAND USE CATEGORIES The following land use categories shall be permitted within TSDAs, in accordance with applicable criteria
 - 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:
 - provide access to transit facilities;
 - o connect to centralized potable water and sanitary sewer systems;

- incorporate design features that promote healthy communities and green building practices, as established in Section 2.1251, Community Design, of this element;
- implement "Complete Street" and "Conservation Development" principles as established under Section 2.1251, Community Design, of this element;
- integrate pedestrian-oriented features, including sidewalks, trails or walkways into every development including appropriate pedestrian shelters or awnings;
- 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);
- have access to public schools;
- 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:
 - 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:
 - 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
 - Transit Center Core an area within ¹/₄ mile of the point of access for transit services.
 - Maximum densities are established within the TSDA and the respective components of the Transit Corridors and Centers Overlay as listed in Table 2.104.1. The maximum densities are not guaranteed within the respective land use categories and shall only be permitted subject to the requirements established in Policy 2.104-A5 Development Criteria and Policy 2.124-A3 Design Principles. Table 2.104.1

also includes recommended minimum densities to support future investments in public transportation. These recommended minimum densities may be required under the Land Development Code to coincide with planned public or private sector transit investments. Residential projects with less than the recommended minimum density will be encouraged to include a site design that allows for project phasing in order to preserve the maximum development potential of the subject parcel(s).

- POLICY 2.131-RA4: DEVELOPMENT CRITERIA FOR MODIFIED LAND USE CATEGORIES
 - F. EMPLOYMENT CENTER (ECX) The Employment Center is an Activity Center designed to allow light assembly, office and research parks, low impact commercial, and other business uses to serve southeastern Lakeland and northwestern Bartow populations, as well as the educational campuses of the University of South Florida, Polk Community College, and Travis Vocational Technical Center.
 - 1.DESIGNATION AND MAPPING The Employment Center is designated on the Future Land Use Map Series as "Employment Center X" (ECX).
 - 2.GENERAL CHARACTERISTICS The ECX in this SAP is intended to accommodate the employment and functional needs of the college and vocational school campuses and the residents living within the area between the cities of Bartow and Lakeland along the US Highway 98 corridor. The ECX will generally contain uses that will generate employment as well as support facilities for the users and employees of the area. General (approximate) characteristics of the Employment Center Xs are:
 - (a)Gross Leasable Area (GLA): 100,000—500,000 square feet, on average,
 - (b)Minimum Population Support: 20,000,
 - (c)Market Area Radius: 3+ miles,
 - (d)Typical Tenants: Services to the universities and colleges, bookstores, offices, light assembly, warehousing, distribution centers, research firms, development firms, medical clinics, convenience stores, restaurants, professional offices, financial institutions, recreational uses, communication facilities, High-Density Residential, hotel/motel, and uses that support or directly relate to the college campuses and the development of a research park, including personal services.
 - 3.DEVELOPMENT CRITERIA Development within an ECX shall conform to the following criteria:
 - (a) Access to parcels shall be by an internal road system, frontage roads, cross-access easements, shared ingress/egress access easements, or some combination of these. New individual driveways accessing US Highway 98 will be permitted in compliance with FDOT requirements for this facility (US Highway 98 CAMP).
 - (b) Different uses shall incorporate the use of shared ingress/egress facilities consistent with this SAP.

- (c) Parking shall be provided to meet the needs of the uses in an efficient manner that best suits the community collectively through optional methods such as shared parking and permeable surface parking design.
- (d) Interior traffic-circulation patterns shall facilitate the safe movement of vehicular, bicycle, and pedestrian traffic.
- (e) Buffering that meets the County development standards as set forth in the Land Development Code shall be provided where effects of lighting, noise, odors, and other such factors would adversely impact adjacent land uses.
- (f) Light industrial uses which include at least 50% office space, assemble products, and conduct research and development, but do not manufacture any products shall be permitted without a Local Planning Agency review.
- (g) The maximum FAR shall be 0.70. Higher FARs will be allowed through bonus points per the Land Development Code for a total of 1.5.
- (h) Commercial and personal services are limited to 30 percent of the ECX district. The maximum floor area ratio for commercial uses shall be 0.60 but higher FARs may be allowed for a total of 75 percent with bonus points.
- (i) All development shall provide adequate access and amenities for mass-transit services.
- (j) Development within this land use designation shall incorporate pedestrian oriented design to allow safe access from the surrounding parking area and adjacent residential.
- (k) Residential uses shall be limited to High-Density Residential as a primary use up to 25 percent of the ECX district. Location of residential units above non-residential uses shall be encouraged by not considering such units against the maximum residential percentages and densities if the residential is an accessory use.
- (1) Warehouse uses which include at least 50 percent office space or office is the principal use shall be permitted without a Local Planning Agency review.
- H. TOWN CENTER The Town Center is the primary cultural and entertainment district for the overall community especially for Highland City. It is not intended for any other town Centers to be located within this SAP.
 - 1.DESIGNATION AND MAPPING Town Centers are established as designated on the Future Land Use Map Series as Town Center@ (TCX) for this SAP.
 - 2.GENERAL CHARACTERISTICS The Town Center will include dining, cafes, bars and pubs, retail, boutiques, music venues, professional office, and multi-family residential. The Town Center shall include a community focus such as a park, plaza, or lakefront. The Town Center will exist and grow as a mixed-use area along specific urban design guidelines. The district is

envisioned to be designed as a harmonious grouping of buildings that include cohesive architecture, and pedestrian spaces.

- 3.DEVELOPMENT GUIDELINES Development within the Town Center shall conform to the following criteria:
 - a. Development proposals of ten acres or more shall provide a central focal feature such as a park or square;
 - b. Residential development shall be apartment-style or townhouse-style;
 - c. Loading docks, utility facilities, car washes, and storage areas shall not be visible from any abutting rights-of-way;
 - d. Parking lots shall be specifically prohibited between the building and US Highway 98;
 - e. US Highway 98 shall be lined with pedestrian-oriented features which are constructed in a uniform arrangement.
 - f. Signs shall be monument-style or building-mounted; pole signs shall be specifically prohibited.
 - g. Developments shall have a consistent streetscape style;
 - h. Pedestrian walkways shall be integrated into every development including appropriate pedestrian shelters or awnings;
 - i. Residential uses shall be limited at Special Residential densities as a primary use up to 25 percent of the TCX district. Location of residential units above non-residential uses shall be encouraged by not considering such units against the maximum residential percentages and densities if the residential is an accessory use.

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 2025-9**.

Planning Commission Recommendation: On July 9th, 2025, in an advertised public hearing, the Planning Commission voted ?:? to **recommend ? of LDCPAS-2025-9.**

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.

Northwest	North	Northeast
TCX; Highland City Publix	TCX; McDonald's QSR	TCX; multifamily residential
Plaza		
West	Subject Site	East
TCX; various commercial	TCX; Culver's QSR and	RMX; single family residential
uses	vacant warehouse	
Southwest	South	Southeast
TCX; various commercial	RMX; single family	RL-4X; single family residential
uses	residential	

Table 1 Surrounding Uses

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 2.131-RA4 of the Land Development Code, Employment Center is allowed within the US 98 Selected Area Plan and TSDA, and it can include many different types of commercial developments.

B. Infrastructure

The subject site is within the Lakeland Utilities Service Area for both water and sewer. The Utilities GIS confirms that the water lines surround the subject site along Clubhouse Road. The parcel accesses onto Clubhouse 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. However, this site is expected to remain commercial, so no student generation should occur. 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. However, this site is expected to remain commercial, so no student generation should occur.

Name of School	Annual Estimated Demand	% Capacity 2022-2023 School Year	Average driving distance from subject site
Highland City Elementary School	0 student	77%	0.3 miles
Bartow Middle School	0 student	96%	7 miles
Bartow Senior High School	0 student	81%	6.4 miles

Table 2 School Information

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

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

	Safety mormation	
	Name of Station	Distance
		Response Time*
Sheriff	Southwest District Command Unit (4120 US Highway	10.9 +/- miles
	98 South, Lakeland, FL)	Priority 1 – 9:29
		Priority 2 – 26:04
Fire/ EMS	Station #28 (4101 Clubhouse Road, Highland City, FL)	0.3 +/- 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 and sewer. The proposed ECX would potentially use more water and wastewater than the current land use of TCX.

Permitted	Maximum Permitted in Existing	Maximum Allowable in
Intensity	Land Use TCX	Proposed ECX
5.45 +/-acres	5.45 acres = 237,402 sq ft	5.45 +/- acres X 237,402 sq ft
237,402 sq ft	X 0.35 FAR = 83,091 sq ft	X 0.70 FAR = 166,181 sq ft
Potable	83,091 sq ft X 0.15 GPD =	166,181 sq ft X 0.24 GPD =
Water	12,464 GPD	39,884 GPD
Consumption		
Wastewater	12,464 GPD X 80% =	39,884 GPD X 80% =
Generation	9,971 GPD	31,907 GPD

Table 4 Estimated Water and Sewer Impact Analysis

Source: Concurrency Manual: Town Center (TC) uses Supermarket and Grocery Store as LDA with 0.35 FAR and 0.15 GPD/sf, Employment Center uses General Offices as LDA with 0.70 FAR and 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 and sewer. There is a Distribution Main Line for water that runs northwest to southeast along Third Street Southeast, which is east of the subject site. There are no wastewater lines that appear on the Utilities GIS, but the Impact Assessment Statement provided by the applicant indicates it will use pre-existing wastewater lines being used by the development on site.

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.

Permitted	Maximum Permitted in Existing	Maximum Allowable in
Intensity	Land Use TCX	Proposed ECX
5.45 +/-acres	5.45 +/- acres = 237,402 sq ft	5.45 +/- acres = = 237,402 sq ft
237,402 sq ft	X 0.35 FAR = 83,091 sq ft / 1000 = 83 sf	X 0.70 FAR = 166,181 sq ft / 1000 = 166 sq ft
Average	83 sq ft X 60.06 AADT =	166 sq ft X 10.84 AADT =
Annual	3,792 Trips (76% New Trips)	1,656 Trips (92% New Trips)
PM Peak	83 sf X 8.95 PM Peak =	166 sq ft X 1.44 PM Peak =
	565 Trips (76% New Trips)	239 Trips (92% New Trips)

Table 5 Estimated Transportation Impact Analysis

Source: Concurrency Manual and Table for Minor Traffic Study –Supermarket LDA at 60.06 AADT and 8.95 PM Peak Hours (76% new trips), and General Office Building LDA at 10.84 AADT and 1.44 Peak Hours (92% new trips).

B. Available Capacity

The roads surrounding the subject site have sufficient PM Peak capacity available for a commercial development. There is currently a Culver's restaurant and vacant warehouse developed on the site. 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	Minimum LOS Standard	Projected Five Year LOS
8423E	CLUBHOUSE ROAD EAST (FIRST	С	610	D	С
8423W	STREET) to (US 98) C 603 D C			С	
5406N	US 98 (SR 540 (WINTER LAKE ROAD) to	С	1013	D	С
5406S	SR 570 (POLK PARKWAY)	С	932	D	С
Source: Polk Transportation Planning Organization, Roadway network Database 2023					

C. Roadway Conditions

Clubhouse Road is an Urban Collector with available capacity in both directions. 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 sidewalks running west to east along Clubhouse Road, and 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, adjacent 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 0.5 miles southwest of the site driving, and the nearest regional Park is Banana Lake Park 1.5 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 adjacent to the southwest of the subject site. The site will be required to provide a connection to this trail.

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 1.38 +/- 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. The site is almost flat with a low of 116 feet in the northwest corner and a high of 119 feet in the southeast corner.

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 0.47 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:

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. Employment Center (ECX) would be compatible with the surrounding area of TCX and RL-4X.

Comprehensive Plan Policy	Consistency Analysis
POLICY 2.102-A1: DEVELOPMENT LOCATION – Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing Communities.	The lands surrounding the subject site are already detached single family homes to the east, with commercial uses to the west, south, and north. City of Lakeland Utilities are available in this area for water and wastewater. This request is consistent with this policy.
POLICY 2.102-A4: TIMING - The development of land shall be timed and staged in conjunction with the cost-effective and efficient provision of supporting community services which, at a minimum, shall require compliance with the Plan's Level of Service requirements and the County's concurrency management system. POLICY 2.102-A10: LOCATION CRITERIA - The following factors shall be taken into consideration when determining the appropriateness of establishing or expanding any land use or development area: a. nearness to incompatible land uses and future land uses, unless adequate buffering is provided, b. nearness to agriculture-production areas; c. distance from populated areas; d. economic issues, such as minimum population support and market-area radius (where applicable);e. adequacy of support facilities or adequacy of proposed facilities to be provided by the time of development, including, but are not limited to: 1. transportation facilities, including but not limited to, 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.	The timing is consistent with the growth in the area as the surrounding sites to the north and south are already being used for commercial purposes. There is ample connectivity to water and electricity. Fire is close by with low response times, while Sheriff is close enough to not be an issue. None of the three schools that are zoned for the site are at capacity. The overall parcel does not contain wetlands or floodplains. The site is developed with a quick service restaurant and vacant warehouse, and is surrounded by compatible uses.

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); 	
 have access to public schools; 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 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 	

Comprehensive Plan Policy	Consistency Analysis
design that allows for project phasing in order to preserve the maximum development potential of the subject parcel(s).	
 F. EMPLOYMENT CENTER (ECX) - The Employment Center is an Activity Center designed to allow light assembly, office and research parks, low impact commercial, and other business uses to serve southeastern Lakeland and northwestern Bartow populations, as well as the educational campuses of the University of South Florida, Polk Community College, and Travis Vocational Technical Center. I.DESIGNATION AND MAPPING - The Employment Center is designated on the Future Land Use Map Series as "Employment Center X" (ECX). 2.GENERAL CHARACTERISTICS - The ECX in this SAP is intended to accommodate the employment and functional needs of the college and vocational school campuses and the residents living within the area between the cities of Bartow and Lakeland along the US Highway 98 corridor. The ECX will generally contain uses that will generate employment as well as support facilities for the users and employees of the area. General (approximate) characteristics of the Employment Center X sare: (a)Gross Leasable Area (GLA): 100,000—500,000 square feet, on average, (b)Minimum Population Support: 20,000, (c)Market Area Radius: 3+ miles, (d)Typical Tenants: Services to the universities and colleges, bookstores, offices, light assembly, warehousing, distribution centers, research firms, development firms, medical clinics, convenience stores, restaurants, professional offices, financial institutions, recreational uses, communication facilities, High-Density Residential, hotel/motel, and uses that support or directly relate to the college campuses and the development of a research park, including personal services. 3.DEVELOPMENT CRITERIA - Development within an ECX shall conform to the following criteria: (a) Access to parcels shall be by an internal road system, frontage roads, cross-access easements, shared ingress/egress access easements, or some combination of these. New individual driveways accessing US Highwa	The subject site is currently designated as Town Center (TCX) in the US 98 SAP, which is also an allowable use in the TSDA and abuts appropriate land uses. The site already has a quick service restaurant and vacant warehouse developed on it and is abutting single family residences to the east. Commercial uses are abutting the site to the north, west, and south. ECX allows for a higher FAR of 0.70 than TCX does with a limit of 0.35, so a development could be almost twice as large in ECX as in TCX. The applicant has indicated that their desire to change this to ECX stems from wanting it to develop independent of the rest of the TCX, but still retain similar uses such as restaurants and other commercial uses.

Comprehensive Plan Policy	Consistency Analysis
compliance with FDOT requirements for this facility	
(US Highway 98 CAMP).	
• (b) Different uses shall incorporate the use of	
shared ingress/egress facilities consistent with this	
SAP.	
• (c) Parking shall be provided to meet the needs	
of the uses in an efficient manner that best suits the	
community collectively through optional methods such	
as shared parking and permeable surface parking	
design.	
• (d) Interior traffic-circulation patterns shall	
facilitate the safe movement of vehicular, bicycle, and	
pedestrian traffic.	
• (e) Buffering that meets the County development standards as set forth in the Land	
development standards as set forth in the Land Development Code shall be provided where effects of	
lighting, noise, odors, and other such factors would	
adversely impact adjacent land uses.	
• (f) Light industrial uses which include at least	
50% office space, assemble products, and conduct	
research and development, but do not manufacture any	
products shall be permitted without a Local Planning	
Agency review.	
• (g) The maximum FAR shall be 0.70. Higher	
FARs will be allowed through bonus points per the	
Land Development Code for a total of 1.5.	
• (h) Commercial and personal services are	
limited to 30 percent of the ECX district. The	
maximum floor area ratio for commercial uses shall be	
0.60 but higher FARs may be allowed for a total of 75	
percent with bonus points.	
• (i) All development shall provide adequate	
access and amenities for mass-transit services.	
• (j) Development within this land use designation shall incorporate pedestrian oriented	
design to allow safe access from the surrounding	
parking area and adjacent residential.	
• (k) Residential uses shall be limited to High-	
Density Residential as a primary use up to 25 percent	
of the ECX district. Location of residential units above	
non-residential uses shall be encouraged by not	
considering such units against the maximum	
residential percentages and densities if the residential	
is an accessory use.	
• (1) Warehouse uses which include at least 50	
percent office space or office is the principal use shall	
be permitted without a Local Planning Agency review.	

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.

Urban Sprawl Criteria: The following criteria are the primary indicators of urban sprawl per Florida Statutes				
Urł	oan 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.	<i>Fails to provide a clear separation between urban and rural uses.</i>	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		

Table 9 Urban Sprawl Criteria

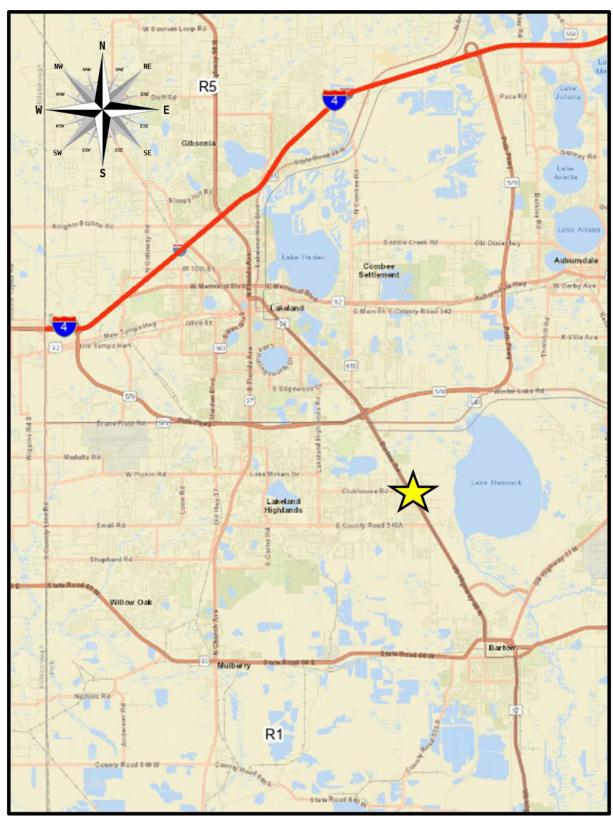
Comments from other agencies

No comments

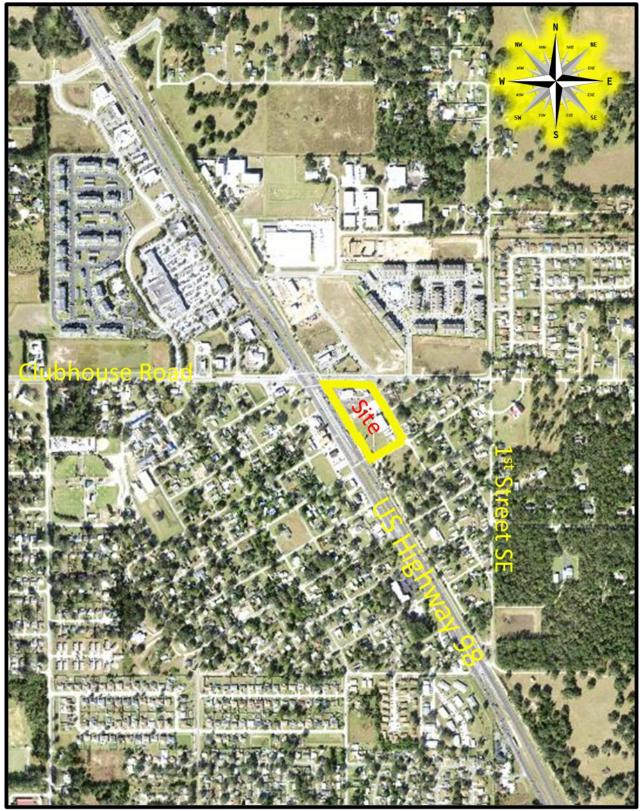
Exhibits:

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	TCX Permitted and Conditional Uses
Exhibit 6b	ECX Permitted and Conditional Uses

Applicant's submitted documents and ordinance as separate files



LOCATION MAP



2023 AERIAL PHOTO CONTEXT

Planning Commission Staff Report Level 4/JPS

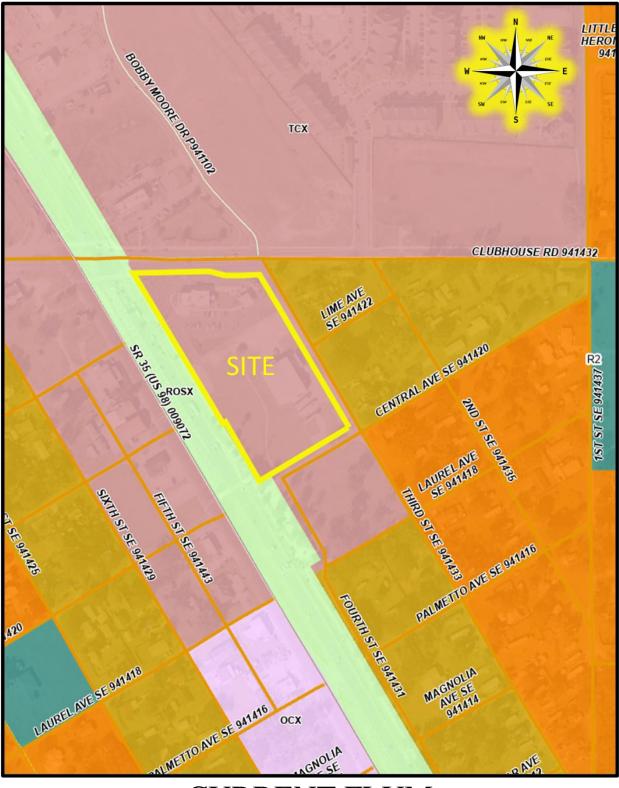
Exhibit 3



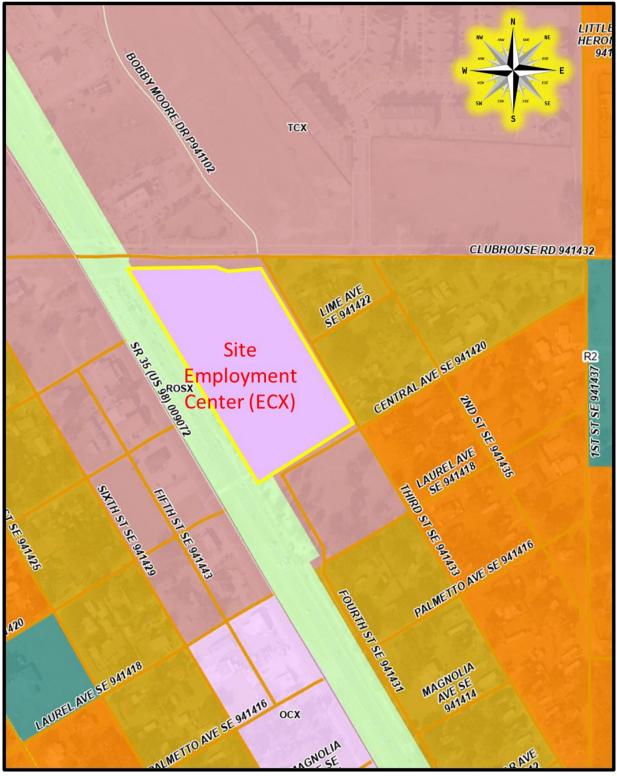
2023 AERIAL PHOTO CLOSE UP

Planning Commission Staff Report Level 4/JPS

Exhibit 4



CURRENT FLUM Town Center (TCX)



PROPOSED FLUM Employment Center (ECX)

Town Center (TCX) in the Transit Supportive Development Area (TSDA)				
Technical Staff Review -Level 1& 2			Public Hearing (s) Required-Level 3 & 4	
Conditional Uses:	Multifamily Single-family Attached, Duplex Alcohol Packaged Sales, Bars, Lounges, and Taverns, Bed and Breakfast, Car Wash, Incidental Childcare Center Clinics & Medical Offices, Community Center, Cultural Facility, Financial Institution, Gas Station, Government Facility Hotels and Motels, Kennels, Boarding and Breeding, Marins and Related Facility Medical Marijuana Dispensaries, Nightclubs and Dance Halls, Office, Office Park, Personal Service Recreation, Passive Recreation, Passive Recreation & Amusement, General, Religious Institution, Restaurant, Sit-down/Take-out Retail, 5,000 – 34,999 sq.ft. Retail, 35,000 – 64,999 sq. ft. School, Leisure/Special Interest School, Technical/Vocational Trade & Training Transit Facility Utilities, Class I Utilities, Class II Veterinary Service		Conditional Uses:	Planned Development Communication Tower, Monopole Financial Institution, Drive Through Helistops Mining, Non-Phosphate, Recreation & Amusement, Intensive Restaurant, Drive-thru/Drive-In Retail, more than 65,000 sq. ft. School, University/College Utilities, Class III Water Ski Schools

Town Center (TCX) PERMITTED AND CONDITIONAL USES

Employment Center (ECX) in the Transit Supportive Development Area (TSDA)				
Technical Staff Review -Level 1& 2			Public Hearing (s) Required-Level 3 & 4	
Conditional Uses:	Multifamily Alcohol Packaged Sales Car Wash, Incidental Childcare Center Clinics & Medical Offices Golf Course Helistops Hotels and Motels Medical Marijuana Dispensaries Office Recreation, Passive Restaurant, Drive-thru/Drive-In Retail, 5,000 – 34,999 sq.ft. Retail, 35,000 – 64,999 sq. ft. School, Leisure/Special Interest School, Technical/Vocational Trade & Training School, University/College Self-Storage Facility Transit Facility Vehicle Service, Mechanical Vehicle Sales, Leasing		Conditional Uses:	Planned Development Communication Tower, Monopole Gas Station Government Facility Heliports Hospitals Mining, Non-Phosphate Religious Institution Retail, more than 65,000 sq. ft. School, High

Employment Center (ECX) PERMITTED AND CONDITIONAL USES