ORDINANCE NO. ____

PROPOSED ORDINANCE NO. 26-036

AN ORDINANCE RELATING TO ZONING; MAKING FINDINGS; PROVIDING FOR A CHANGE IN ZONING FROM LD (LIMITED DEVELOPMENT) TO PUD (PLANNED UNIT DEVELOPMENT) AND CHANGING THE CONTEXT SUB-DISTRICT FROM SUBURBAN NEIGHBORHOOD (SNH) TO SUBURBAN SPECIAL PURPOSE (SSP) ON APPROXIMATELY 24.93 ACRES; AND APPLICATION OF PUD ZONING ON APPROXIMATELY 20.05 ACRES PREVIOUSLY ZONED PUD, TO ALLOW FOR I-2 (MEDIUM INDUSTRIAL) AND LIMITED I-1 (LIGHT INDUSTRIAL – LIMITED COMMERCIAL) USES ON PROPERTY LOCATED AT 3485 AND 3515 AIRPORT ROAD; PROVIDING CONDITIONS; FINDING CONFORMITY WITH THE COMPREHENSIVE PLAN; PROVIDING FOR SEVERABILITY; PROVIDING AN EFFECTIVE DATE.

WHEREAS, the Planning and Zoning Board held a public hearing on July 21, 2026 to consider the request of Ryan Behren, Peterson & Myers, P.A., on behalf of owner Woods Family Management, LLC, to change the zoning from LD (Limited Development) to PUD (Planned Unit Development) on approximately 24.93 acres and application of PUD zoning on approximately 20.05 acres previously zoned PUD, to allow for I-2 (Medium Industrial) and limited I-1 (Light Industrial – Limited Commercial) uses on property located at 3485 and 3515 Airport Road, as more particularly described on Attachment “A” and graphically depicted on Attachment “B” (the “Property”); and

WHEREAS, the City proposes to change the Context Sub-District on approximately 24.93 acres of the Property from Suburban Neighborhood (SNH) to Suburban Special Purpose (SSP); and

WHEREAS, the Planning and Zoning Board approved the requested zoning change on October 20, 2026 and recommended said change to the City Commission; and

WHEREAS, the City Commission of the City of Lakeland, after due public notice and a public hearing at which all interested persons were provided the opportunity to be heard, finds that it is in furtherance of the public health, safety and welfare for the Property to be classified or zoned as recommended by the Planning and Zoning Board;

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COMMISSION OF THE CITY OF LAKELAND, FLORIDA:

SECTION 1. The Property is hereby zoned PUD (Planned Unit Development) and designated Suburban Special Purpose (SSP) Context Sub-District, as provided herein, subject to the following conditions:

A. Permitted Uses

1. Tracts A and B: Those uses permitted by right in I-1 zoning districts and Convenience Stores (without Motor Vehicle Fuel Sales), with a maximum of two restaurants (one fast food/quick service very high turnover and one fast casual with a drive through). The following uses shall be excluded:

    - Motor Vehicle Fuel Sales, Minor
    - Motor Vehicle Fuel Sales, Major
    - Commercial Vehicle, Construction Equipment & Trailers, Sales, Rental and Service
    - Mobile Home, Boat, Recreational Vehicle Sales, Rental & Service
    - Motor Vehicle Rental
    - Motor Vehicle Sales, New
    - Motor Vehicle Sales, Used
    - Motor Vehicle Service & Repair, Major

- Building Material Sales, Retail, Level II
- Automobile Towing Services (as listed under Industrial-Type Service Establishments, Level I)
- Outdoor Storage of Boats, Motor Home and Trailers, Retail Service
- Mini Warehouse & Storage
- Warehousing & Motor Freight Transportation Uses, Level I
- Wholesale Trade Uses, Level I
- Ground-Mounted Personal Wireless Service Facilities

2. Tracts C and D: Those uses permitted by right in I-2 zoning districts.

B. Development Standards

1. Tracts A and B: In accordance with the I-1/Suburban Special Purpose context sub-district standards. The following development standards within the Land Development Code shall also be applicable to Tracts A and B:

   - Sub-Section 3.4.7.2, Screening of Mechanical Equipment;
   - Sub-Section 3.4.7.3, Architectural Materials;
   - Sub-Section 3.4.7.4 b., Ground Floor Building Transparency;
   - Sub-Section 3.4.7.5, Façade Variation of Buildings in Commercial, Office and I-1 Industrial Zoning Districts;
   - Sub-Section 3.4.7.6. Service and Loading Areas; and
   - Sub-Section 3.4.7.7 Drive Through Facilities

2. Tracts C and D: In accordance with the I-2/Suburban Special Purpose context sub-district standards. The following development standards within the Land Development Code shall also be applicable to Tracts C and D:

   - Sub-Section 3.4.7.2, Screening of Mechanical Equipment;

C. Prior to the issuance of the first building permit for each Tract, a binding Commercial Site Plan shall be approved by the City's Development Review Team. The Commercial Site Plan shall include, but not be limited to: building location, access, internal site circulation, parking, location of utilities, drainage, and landscaping.

The submittal of a formal preliminary plat and construction plans for review and approval by the City's Subdivision Review Team, completion of any required subdivision improvements, and recording of a final plat may be required in

accordance with Article 9 (Subdivision Standards) of the City of Lakeland Land Development Code prior to approval of the first Commercial Site Plan for any Tract.

D. Performance Standards

1. Noise: Every use shall be operated so as not to create a noise disturbance affecting adjacent uses. The term "noise disturbance" is any sound which is:

   a. Unreasonably loud and disturbing;
   b. of such character, quantity, or duration as to be injurious to human or animal life, or property;
   c. of such character, quantity, or duration as to unreasonably interfere with the comfortable enjoyment of life or property; or
   d. of such character, quantity, or duration as to unreasonably interfere with the normal conduct of business.
   e. There shall be no outdoor public address systems, bell ringers or loud speakers.

2. Vibration: Every use shall be so operated that ground vibration inherently and recurrently generated is not perceptible without instruments at any point on the property line of the property on which the use is located.

3. Smoke, Dust, and Dirt: Every use shall be so operated as to prevent the emission into the air of smoke, dust or other solid matter which may cause damage to property or discomfort to persons or animals at or beyond the lot line of the property on which the use is located.

4. Odor: Every use shall be so operated as to prevent the emission of objectionable or offensive odors in such concentration as to be readily perceptible at any point at or beyond the lot line of the property on which the use is located.

5. Fire and Explosive Hazards: All activities and all storage of flammable and explosive materials shall be in accordance with the City of Lakeland Fire and Building Codes.

6. Toxic Matter: No operation or activity producing toxic matter shall be permitted.

7. Radioactivity: Each use shall be so operated as to prevent the creation or the emission of radioactive materials.

8. Hazardous Materials and Regulated Substances: In accordance with Article 6 (Natural Resource Protection Standards) of the Land Development Code and with the City of Lakeland Fire Code and Building Code.

E. There shall be no outdoor storage of goods or materials in Tracts “A” and “B”. Outdoor storage shall be permitted in Tracts “C” and “D” in accordance with the Land Development Code and the following provisions:

1. The height of materials stored outside shall not exceed ten (10) feet;

2. No outside storage of materials over six (6) feet in height may be located within one hundred (100) feet of any property line of a residentially zoned or used lot;

3. All areas of outside storage shall be kept in a neat, orderly condition, free of weeds, litter and debris, odor and vermin;

4. No movement or arranging of materials stored outside shall occur between the hours of 10:00 p.m. and 6:00 a.m.;

5. No outside storage of materials shall occur forward of the front wall of a principal building facing any public street.

6. No outside storage shall be visible from Airport Road.

F. Building Service Areas: Loading docks, service bays and loading/unloading areas shall be prohibited along building facades that face a public roadway right-of-way.

G. Parking, Landscaping and Buffering: In accordance with the Land Development Code and the following:

1. Parking, landscaping and buffering shall be per the Land Development Code, unless otherwise stated in these conditions.

2. Along the eastern boundary of Tracts A and B, a 3-foot-tall knee wall shall be constructed as part of the necessary landscaping buffer requirements. Breaks in the knee wall are permitted to facilitate the connection of the main buildings to the sidewalk required by condition of approval H.4.a. In lieu of the knee wall, the applicant may erect a three-foot-high decorative fence constructed using either wood, masonry concrete, metal, or composite (i.e. non-PVC) materials, or some combination of these materials. Construction of this buffer along the Tract A and B frontage shall occur concurrent with the first site construction on either tract.

H. Transportation & Site Access:

1. Binding concurrency determinations shall be made at the time of each final site plan submittal. Concurrency determinations shall be based on the cumulative trip generation of allowed uses on the subject property, with amount of new external trips not exceeding 6,313 Daily, 286 A.M. Peak Hour (185 Enter/101 Exit) and 352 P.M. Peak Hour (170 Enter/182 Exit) trips.

   As an option to the standard concurrency determination process and duration allowed by the City’s Concurrency Management Ordinance, the

developer may enter into a multi-modal Development Agreement or Proportionate-Share Agreement, as provided in Chapter 163.3180(5), *Florida Statutes*, to address transportation concurrency failures where the ultimate development program on the subject property has a significant and adverse impact. Based on the scale of development activity, cumulative external trip generation, and adjacent roadway level-of-service deficiencies at the time of development, the City may require transportation demand management mitigation measures as provided for in Section 10.4.2.2 of the Land Development Code in order to issue a Certificate of Concurrency.

2. Cross-access easements between all adjacent tracts shall be shown on the recorded subdivision plat and/or all site plan submittals. Ingress/egress easements shall be executed to accommodate cross-access with the adjacent tracts to the west (currently operated as Pop's Painting) and south (Airport Commerce Center), which shall be recorded by the Polk County Clerk of the Circuit Court and included in the recorded subdivision plat.

3. Project Driveway on Airport Road

    a. The site driveway on Airport Road shall be generally located opposite DMG Drive, between Tracts A and B as depicted in Attachment "C."

    b. Prior to first site plan submittal, the applicant shall complete an analysis concluding whether or not signalization for the site driveway on Airport Road opposite DMG Drive will likely meet warrants prior to overall development buildout. The required Property Owners Association within the overall commercial subdivision shall be responsible for negotiating agreements with adjacent property owners to fund the design and construction of any needed traffic signal that is approved by FDOT. The timing of signal construction and activation shall be as permitted by FDOT. If a signal isn't ultimately warranted or financially-feasible, then FDOT may require that the median opening be modified to prohibit east- and westbound left turns onto Airport Road from the site driveway or DMG Drive.

    c. Concurrent with site driveway construction, a southbound right-turn lane and northbound left-turn lane shall be constructed on Airport Road in compliance with FDOT permitting requirements.

    d. The recorded subdivision plat and/or Tract A and B site plan shall include a right-of-way dedication along the site's Airport Road frontage, approximately 70-feet-wide at the northern property boundary and 47-feet-wide as measured 171 feet from the southern property boundary, to accommodate the required frontage sidewalk, turn lanes at the site driveway and as part of a

mitigation package for the development's impacts on the Airport Road corridor.

4. Multi-Modal Mitigation

   a. An 8-foot wide sidewalk shall be constructed along the subject property's Airport Road frontage. Americans with Disabilities Act-compliant pedestrian routes shall be constructed between each principal building and the sidewalk along Airport Road.

   b. Concurrent with frontage sidewalk construction, an ADA-compliant transit stop, consisting of wheelchair deployment and bench pads, shall be constructed at a location along Airport Road determined to be acceptable by LAMTD or successor transit agency. If served by fixed-route transit service, a transit shelter shall be required at a location determined to be acceptable by the transit agency and FDOT prior to the second site plan approval for Tracts A and B. Building Permit issuance by the City Building Division is required for the shelter pad and structure.

   c. Bike parking shall be provided in close proximity to each principal building entrance in compliance with Land Development Code Section 4.11.6 and Index 900 of the City Engineering Standards Manual.

5. Avigation Agreement: Prior to subdivision plat or first site plan submittal, the developer/property owner shall sign an Avigation Agreement prepared by the City of Lakeland that is recorded with the Polk County Clerk of the Circuit Court.

SECTION 2. The City Commission does hereby expressly find that the provisions of this Ordinance are in conformity with the Comprehensive Plan of the City of Lakeland adopted by Ordinance 5885.

SECTION 3. If any word, sentence, clause, phrase or provision of this Ordinance, for any reason, is held to be unconstitutional, void or invalid, the validity of the remainder of this Ordinance shall not be affected thereby.

SECTION 4. This Ordinance shall take effect immediately upon the effective date of PUD26-017, as provided in Ordinance No. ____.

PASSED AND CERTIFIED AS TO PASSAGE this 16th day of November, A.D. 2026.

CITY COMMISSION OF THE CITY OF LAKELAND, FLORIDA

By: _____
SARA ROBERTS McCARLEY
MAYOR

ATTEST: _____
KELLY S. KOOS, CITY CLERK

APPROVED AS TO FORM AND CORRECTNESS: _____
PALMER C. DAVIS
CITY ATTORNEY

ATTACHMENT “A”

Legal Description

23-28-33-000000-044050:
THE WEST 169.67 FEET OF THE NORTH 1/2 OF THE SW 1/4 OF THE SW 1/4 OF SECTION 33, TOWNSHIP 28 SOUTH, RANGE 23 EAST, POLK COUNTY, FLORIDA.

23-28-33-000000-044040:
THE N 1/2 OF THE SW 1/4 OF THE SW 1/4 OF SECTION 33, TOWNSHIP 28 SOUTH, RANGE 23 EAST, POLK COUNTY, FLORIDA. LESS RIGHT OF WAY FOR DRANE FIELD ROAD NORTH, AND LESS THE WEST 169.67 FEET OF THE NORTH ½ OF THE SW ¼ OF THE SW ¼ OF SECTION 33, TOWNSHIP 28 SOUTH, RANGE 23 EAST, POLK COUNTY, FLORIDA.

AND

THAT PART OF THE N 1/2 OF THE SE 1/4 OF THE SW 1/4 OF SECTION 33, TOWNSHIP 28 SOUTH, RANGE 23 EAST, POLK COUNTY, FLORIDA, LYING WEST OF DRANE FIELD ROAD NORTH.
LESS AND EXCEPT:
THAT PORTION OF THE SOUTHWEST ¼ OF SECTION 33, TOWNSHIP 28 SOUTH, RANGE 23 EAST, POLK COUNTY, FLORIDA, BEING DESCRIBED AS FOLLOWS:
COMMENCE AT THE SOUTHWEST CORNER OF SAID SECTION 33 ALSO BEING THE NORTHWEST CORNER OF SECTION 4, TOWNSHIP 29 SOUTH, RANGE 23 EAST; THENCE ALONG THE WEST BOUNDARY OF SAID SECTION 4, SOUTH 00°07'08” EAST, 3.40 FEET TO SURVEY BASELINE “B” OF DRANE FIELD ROAD; THENCE NORTH 89°42'28” EAST, 1,323.13 FEET ALONG SAID BASELINE TO SURVEY BASELINE “A” OF STATE ROAD 572; THENCE ALONG SAID BASELINE “A', NORTH 01°41'03” EAST, 662.68 FEET TO THE NORTH LINE OF THE SOUTH ½ OF THE SOUTHWEST ¼ OF SAID SECTION 33; THENCE ALONG SAID NORTH LINE NORTH 89°55'00” WEST, 32.17 FEET TO THE WEST EXISTING MAINTAINED RIGHT OF WAY LINE OF SAID STATE ROAD 572 (PER MAP BOOK 5, PAGES 113-117) FOR A POINT OF BEGINNING; THENCE CONTINUE ALONG SAID NORTH LINE NORTH 89°55'00” WEST, 47.86 FEET; THENCE NORTH 01°41'03” EAST, 170.87 FEET; THENCE SOUTH 88°18'57” EAST, 47.05 FEET TO SAID WEST EXISTING MAINTAINED RIGHT OF WAY LINE; THENCE ALONG SAID WEST EXISTING MAINTAINED RIGHT OF WAY LINE THE FOLLOWING COURSES: SOUTH 02°25'40” WEST, 31.19 FEET; SOUTH 00°59'44” WEST, 100.01 FEET; SOUTH 01°40'59” WEST, 38.35 FEET TO THE END OF SAID COURSERS AND THE POINT OF BEGINNING.

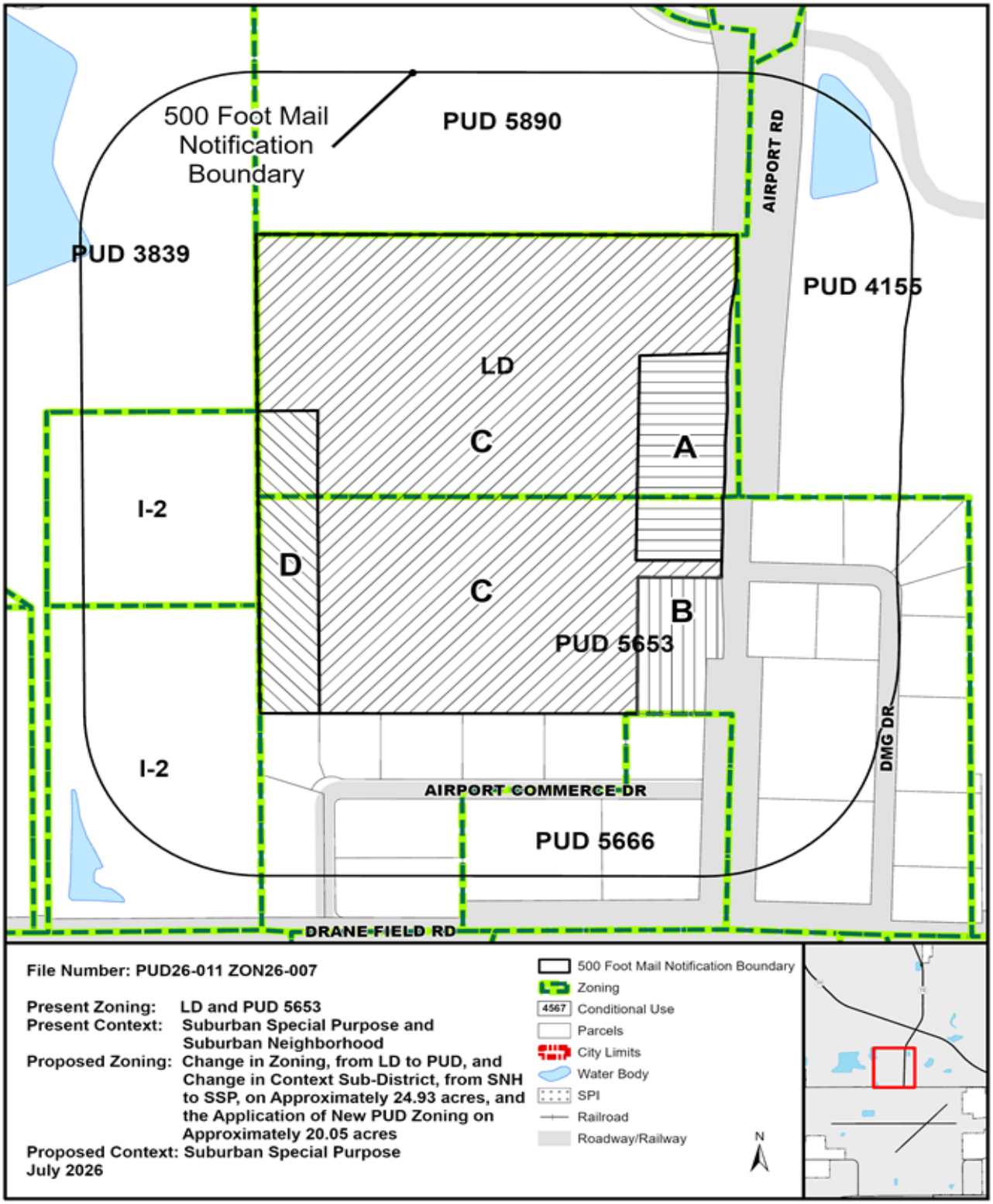
LESS MAINTAINED RIGHT OF WAY OF N. DRANE FIELD ROAD, A/K/A AIRPORT ROAD PER POLK COUNTY MAP BOOK 5, PAGES 113 THROUGH 117.

23-28-33-000000-043010:
A PARCEL OF LAND IN SECTION 33, TOWNSHIP 28 SOUTH, RANGE 23 EAST, POLK COUNTY, FLORIDA BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:
FOR A POINT OF REFERENCE, COMMENCE AT THE SOUTHWEST CORNER OF SAID SECTION 33; THENCE N 00° 27'14" W ALONG THE WEST LINE OF SAID SECTION 33, A DISTANCE OF 1335.42 FEET TO A POINT ON THE NORTH LINE OF THE SOUTH 1/2 OF THE SOUTHWEST 1/4 OF SAID SECTION 33, SAID POINT ALSO BEING THE POINT OF BEGINNING; THENCE CONTINUE N 00°27'14" W, ALONG SAID LINE, A DISTANCE OF 809.14 FEET; THENCE S 89°54'40" E ALONG A LINE PARALLEL TO THE SAID NORTH LINE OF THE SOUTH 1/2 OF THE

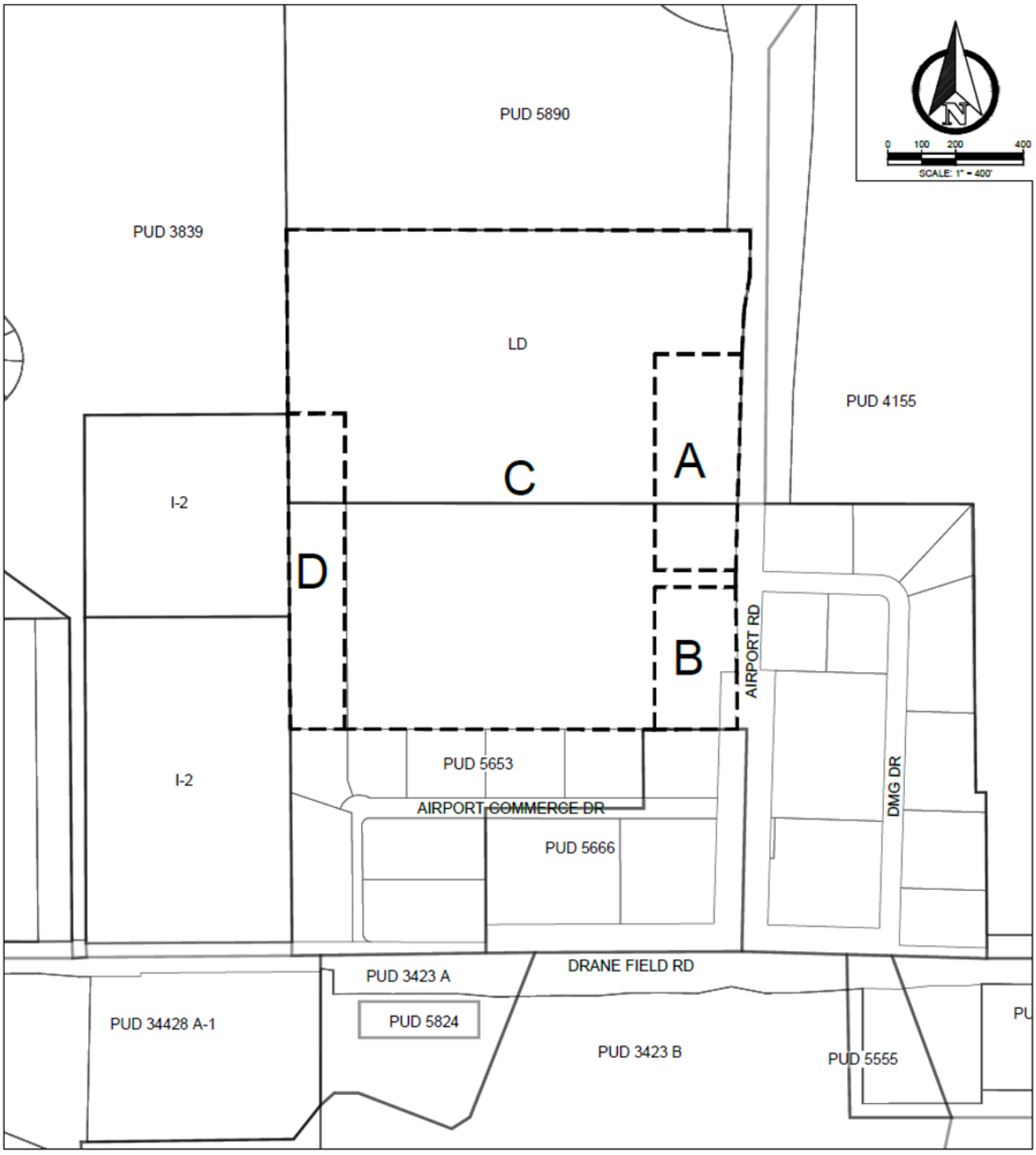
SOUTHWEST 1/4, A DISTANCE OF 1403.52 FEET TO A POINT ON THE CENTERLINE OF AIRPORT ROAD; THENCE S01°41'57" W ALONG THE SAID CENTERLINE A DISTANCE OF 809.42 FEET TO A POINT ON THE AFOREMENTIONED NORTH LINE OF THE SOUTH 1/2 OF THE SOUTHWEST 1/4; THENCE N 89°54'40" WEST, ALONG SAID NORTH LINE A DISTANCE OF 1373.11 FEET TO THE POINT OF BEGINNING.

LESS MAINTAINED RIGHT OF WAY OF N. DRANE FIELD ROAD, A/K/A AIRPORT ROAD PER POLK COUNTY MAP BOOK 5, PAGES 113 THROUGH 117.

ATTACHMENT “B”



ATTACHMENT “C”

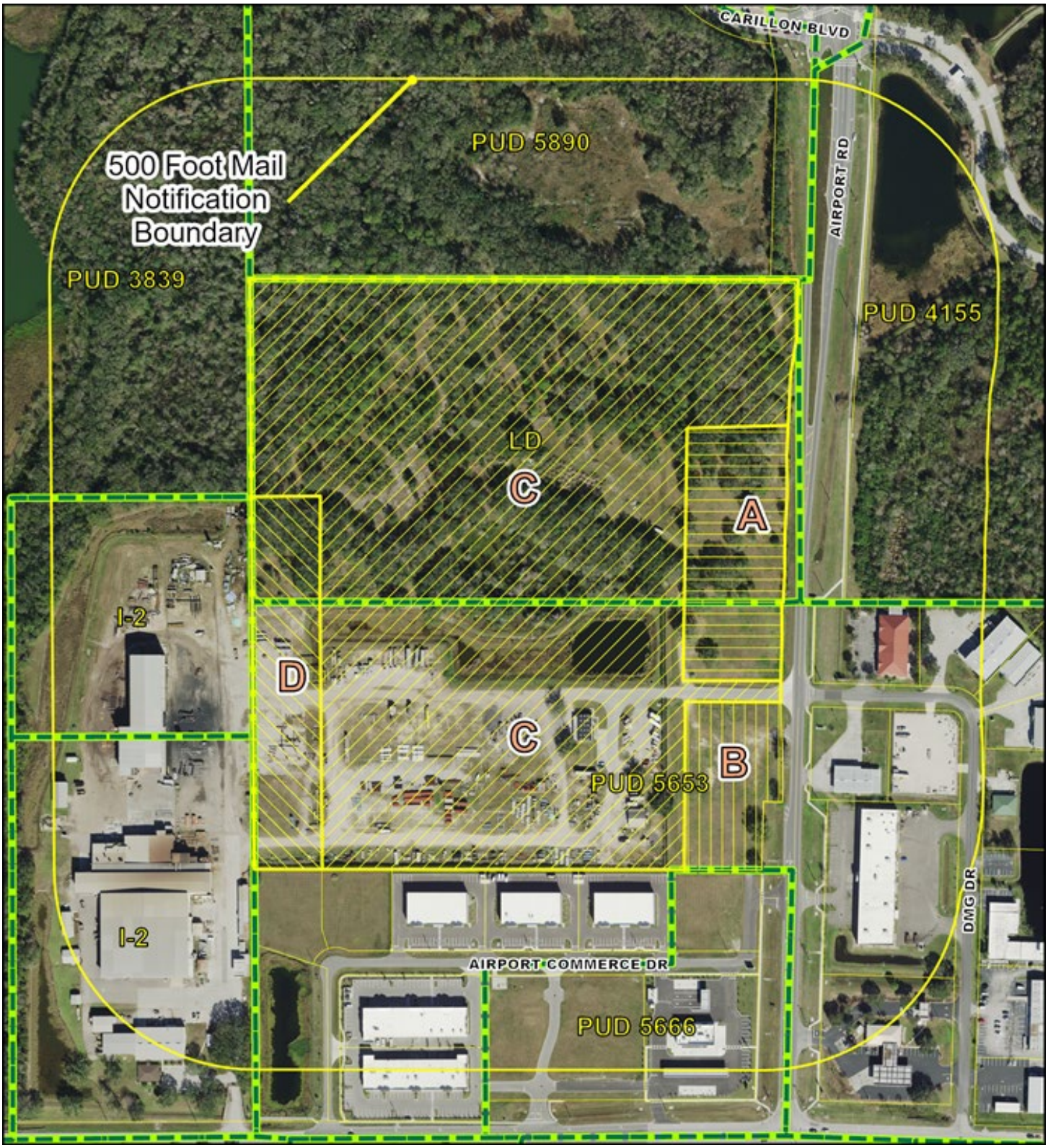


Planning & Zoning Board Recommendation

Date:	November 2, 2026	Reviewer:	Todd Vargo
Project No:	PUD26-011/ZON26-007	Location:	3515 Airport Road
Owners:	Woods Family Management LLC		
Applicant:	Ryan Behren, Peterson & Myers, P.A.		
Current Zoning:	PUD (Planned Unit Development) 5653	Future Land Use:	Business Park (BP)
Context District:	Suburban Special Purpose (SSP)		
P&Z Hearing:	July 21, 2026	P&Z Final Decision:	October 20, 2026
Request:	Change in zoning on approximately 24.93 acres from LD (Limited Development) to PUD (Planned Unit Development), concurrent with a City-initiated application to change the context sub-district designation from Suburban Neighborhood (SNH) to Suburban Special Purpose (SSP), and the application of new PUD zoning on approximately 20.05 acres, to allow for I-2 (Medium Industrial) and limited I-1 (Light Industrial – Limited Commercial) uses on property located at 3485 and 3515 Airport Road.		

1.0 Location Maps




CARILLON BLVD
500 Foot Mail Notification Boundary
PUD 5890
AIRPORT RD
PUD 3839
PUD 4155
LD
C
A
I-2
D
C
B
PUD 5653
I-2
AIRPORT COMMERCE DR
PUD 5666
DMG DR

2.0 Background

2.1 Summary

Ryan Behren of Peterson & Myers, P.A. on behalf of Woods Family Management, LLC, requests a change in zoning on approximately 24.93 acres from LD (Limited Development) to PUD (Planned Unit Development), concurrent with a City-initiated application to change the context sub-district designation from Suburban Neighborhood (SNH) to Suburban Special Purpose (SSP), and the application of new PUD zoning on approximately 20.05 acres, to allow for I-2 (Medium Industrial) and limited I-1 (Light Industrial – Limited Commercial) uses on property located at 3485 and 3515 Airport Road. A map of the subject property is included as Attachment "B."

2.2 Subject Property

The subject property is comprised of approximately 45 acres and located approximately 650 feet north of the northwest corner of the intersection of Drane Field Road and Airport Road. The southern 20.05 acres of the subject property was assigned a Business Park (BP) future land use designation and PUD (Planned Unit Development) zoning in August of 2017 and contains a wide variety of industrial and commercial uses. The northern 24.93 acres is zoned LD (Limited Development) with a Business Park (BP) future land use designation.

In 2017, the southern 20.05-acre acres of the subject property, presently undeveloped, was annexed into the city along with other parcels to the south and east along Drane Field Road as part of a 56.41-acre enclave. Due to the mix of existing land uses and development underway previously approved by Polk County, staff recommended the application of PUD zoning to recognize existing uses and ensure that future development was consistent with the City's Comprehensive Plan and Land Development Code. Under the current PUD zoning, Ordinance 5653 as amended, the 20.5-acre portion comprises Tracts B1 and B2. Current entitlements include those uses permitted by right in I-2 (Medium Industrial) zoning districts and Metal Coating, Engraving and Allied, plus limited commercial uses along the Airport Road frontage including convenience stores, restaurants, high and low turnover, without drive throughs, and motor vehicle fuel sales, service and repair, and parts and accessory stores. While presently undeveloped, the 20.05-acre portion has been used for many years as an outdoor storage yard for the adjacent industrial use to the west, Pop's Painting.

The northern 24.93-acre portion of the subject property, which is moderately wooded and contains a small area of jurisdictional wetlands, consists of the remainder of several larger tracts of land which were zoned RC (Rural Conservation) through zoning conformance in 1993. The RC zoning was approved at that time due to the lack of infrastructure necessary for development. Following completion of the Polk Parkway in 1998, most of the former RC lands were rezoned for other uses including the Carillon Lakes residential community to the northwest, the Lakes at Laurel Highlands residential community located east of Airport Road and north of the Polk Parkway, and the main corporate headquarters for Publix Supermarkets, located to the east across Airport Road. In 2007, through the adoption of Ordinance 4887, the RC zoning designation in the Land Development Code was changed to LD (Limited Development).

2.3 Project Background

The purpose of the request is to incorporate both portions of the property into a new consolidated PUD zoning district, concurrent with a City-initated application to change the context sub-district designation on the northern 24.93-acre portion of the subject property from Suburban Neighborhood (SNH) to Suburban Special Purpose (SSP). Through a separate City-initiated application concurrent with this application, the 20.05-acre portion of the subject property, Tracts B1 and B2, will be removed from the

PUD zoning district to the south (Ordinance 5653 as amended). An overall site development plan, which splits the property into various development tracts, is included as Attachment "C."

2.4 Existing Uses of Adjacent Properties

Boundary	Existing Land Use	FLUM	Zoning	Context
North	Vacant/Undeveloped	RL and IAC	PUD	SCO
South	Business Park	BP	PUD	SSP
East	Office and Business Park	BP	PUD	SSP
West	Industrial (Pop's Painting) and wetlands (Carillon Lakes)	BP and RL	I-2	SSP and SNH

2.5 Attachments

Attachment A: Legal Description

Attachment B: Base Map

Attachment C: Overall Site Development Plan

3.0 Discussion

The subject property is located on the west side of Airport Road, approximately 650 feet north of the intersection of Airport Road and Drane Field Road. Airport Road, from the Polk Parkway south to Drane Field Road, serves as the primary gateway to Lakeland Linder International Airport and nearby uses such as Publix Supermarkets Corporate headquarters.

Under the proposed development program, the applicant is requesting approval of I-2 (Medium Industrial) uses on Tracts C and D. Tract C, which makes up the bulk of the subject property, has limited frontage on Airport Road while Tract D, which abuts Pop's Painting to the west, has none. For Tracts A and B, which have frontage directly along Airport Road, the applicant is requesting those uses permitted in the I-1 zoning district, except for Motor Vehicle Fuel Sales, both Minor and Major. While the current PUD zoning applicable to the southern portion of the site allows for uses permitted by right in I-2 zoning districts, and limited commercial uses along the Airport Road frontage, a blanket approval for I-1 uses would not be appropriate as there are certain uses which are incompatible with existing uses along the Airport Road corridor. Such uses primarily consist of those with a significant outdoor storage component, such as automobile towing yards, motor vehicle sales, both used and new, mobile home, boat and RV sales, and sales of bulk building materials such as concrete, brick, sand and gravel.

Access to the property will be limited to a single access point on Airport Road located between Tracts A and B, across from where Airport Road intersects DMG Drive. Because this access point will serve all four development tracts, internal cross-access between each tract will need be provided as part of the subdivision review process.

Airport Road has seen significant growth over the last decade and is poised for more development with an apartment complex and an assisted living facility previously approved on either side of the entrance to Carillon Lakes. To maintain compatibility with these, the recommended conditions for

approval include limitations on outdoor storage and enhanced buffering for the portion of the development site with frontage along Airport Road. In addition to these requirements, the applicant has proposed specific performance standards related to noise, vibration, odor, smoke and dust and the storage of toxic or hazardous materials which are recommended as part of the conditions for approval to further mitigate impacts on adjacent properties.

At the public hearing on July 21st, Tim Campbell, Clark, Campbell, Lancaster, Workman & Airth, P.A., representing the owner of the adjacent property to the north, requested that the applicant be required to adopt a binding site plan as part of the PUD zoning approval. Mr. Campell also requested that a condition be added requiring the recording of a cross-access agreement prior to the issuance of the first building permit. No other comments were received prior to or during the public hearing.

3.1 Transportation and Concurrency

The subject property is located along the west side of State Road 572 (Airport Road), a Minor Arterial roadway operated by the Florida Department of Transportation (FDOT). The property is located within the Urban Development Area as designated in the Comprehensive Plan, with a Level of Service (LOS) "E" Roadway Standard subject to multi-modal conditions being required for transportation concurrency approval. These conditions include transit service with at least 60-minute frequencies, availability of transit shelters, multi-use trail linkages and internal grid network requirements. Most of the Airport Road corridor consists of one travel lane in each direction while north of Carillon Boulevard/Public Corporate Parkway, Airport Road has multiple lanes in each direction approaching and departing from the Polk Parkway interchange.

As is the case throughout southwestern Lakeland, significant employment growth has occurred around the subject property. Single-family detached residential development has occurred in recent years within the Lakes at Laurel Highlands and new multi-family growth is planned adjacent to Carillon Lakes and within Lakeland Central Park. Airport Road is the main access route to Lakeland Linder International Airport, which in addition to being a large Amazon logistics hub, now has passenger flights provided by Avelo Airlines. Retail services and restaurants are generally seen as lagging behind the other types of development occurring in this area of Lakeland.

To serve this growth, the Polk Transportation Planning Organization's (TPO) *Envision 2050* long-range transportation plan identifies an unfunded need to widen Airport Road to four lanes as well as a cost-feasible improvement at the State Road 572 (Drane Field)/Airport Road intersection. In 2026, FDOT completed construction of a roundabout at the Drane Field Road/Waring Road intersection and the City completed construction of a new two-lane collector road connection from Winston Park Boulevard to North Parkway Frontage Road, providing a new parallel route to the Drane Field Road corridor. Per the TPO's 2026 Roadway Network Database, published on May 6, 2026, the segment of Airport Road between Drane Field Road and US 92 (New Tampa Highway) has an Annual Average Daily Traffic volume of 12,500 vehicles with a two-hour average volume of 436 northbound and 454 southbound vehicles during the PM Peak Period. This road segment is currently operating at an acceptable Level-of-Service (LOS) "C"; however, significant nearby development activity is currently underway such as the 729-acre Lakeland Central Park (LCP) business park on the west side of Airport Road south of the Rooms-to-Go Distribution Center.

To mitigate its impacts, LCP is currently permitting an improvement package through FDOT that includes the installation of a new traffic signal at the Winston Park Boulevard/Airport Road intersection as well as the construction of dual northbound left- and dual eastbound right turn lanes at the intersection. LCP is also constructing a dedicated eastbound left-turn lane on CR 542 (Old Tampa Highway) at the SR 572 (Airport Road) intersection and is designing southbound dual left turn lanes and other ramp modifications that it will construct on Airport Road at the SR 570 (Polk Parkway)

interchange. Additional right of way is being dedicated along Airport Road as well as to accommodate transit shelters, an eight-foot-wide sidewalk along the Airport Road frontage and the completion of Winston Park Boulevard from Old Tampa Highway to Airport Road. Vested trips from LCP and the planned apartments adjacent to Carillon Lakes were incorporated into the Major Traffic Study in addition to the off-site roadway mitigation measures described above.

Applicant Analysis of Study Area Roadway Segments and Intersections

The applicant's original Drane Field Industrial Traffic Impact Study prepared in June 2026 by Wey Engineering was based on a development program consisting of 460,500 square feet (gross floor area) of buildings generating an estimated 6,748 Daily, 350 AM Peak (of Adjacent Street Traffic, 7-9 AM) and 406 PM Peak (of Adjacent Street Traffic, 4-6 PM) Trips, based on data for Land Use Codes 110 (General Light Industrial), 934 (Fast Food), and 821 (Commercial – Retail) as published in the Institute of Transportation Engineers' *Trip Generation Manual*, 12th Edition. The turning movement traffic counts for this study collected by the applicant's team occurred in 2025 while the northern approach of the nearby Drane Field Road/Waring Road intersection was closed for roundabout construction, which even with adjustments made to replicate regular traffic patterns on the surrounding network, resulted in significant existing level-of-service deficiencies at the Drane Field Road/Airport Road intersection as well as in the Year 2027 No-Build and Build scenarios. Significant segment level of service failures were also noted on Airport Road between Carillon Lakes Boulevard-Publix Corporate Parkway and State Road 570 (Polk Parkway) during the AM and PM Peak periods in the Year 2027 No-Build and Build scenarios, attributed to when supplemental counts were collected at the Airport Road/Carillon Lakes-Publix Corporate Parkway intersection and the use of directional segment capacities that are more appropriate for a two-lane roadway and not the four-lane cross-section that exists on this segment.

Following a discussion with the development team, the applicant submitted an updated traffic study in October 2026 with new counts collected in September 2026 following the opening of the Drane Field Road/Waring Road roundabout and completion of the Winston Park Boulevard connection to North Parkway Frontage Road. The applicant's team also collected counts for a similar business park use they operate in Polk County and updated the trip generation estimate accordingly. The updated traffic study yielded in a slightly revised development program consisting of 408,740 square feet of building area containing 354,240 square feet of business park, 4,500 square feet of fast food and 50,000 square feet of commercial retail uses, generating an estimated new 6,313 Daily, 286 AM Peak and 352 PM Peak trips at buildout.

Based on the revised traffic analysis, all study area intersections are expected to operate within acceptable levels of service in the Year 2027 Build scenario. All segments of Airport Road between US 92 (New Tampa Highway) and SR 572 (Drane Field Road) are expected to operate with volume to capacity (v/c) ratios at less than 1.0 in the Year 2027 Buildout scenario; however, two segments of Drane Field Road are expected to operate with v/c ratios exceeding 1.0 in both the Year 2027 No-Build and Build scenarios. During the AM Peak, the segment between Airport Road and Waring Road is estimated to operate with a 1.20 v/c ratio in the No-Build scenario, increasing to 1.24 in the Build scenario. During the PM Peak, this segment operates with a 1.28 v/c ratio during the No-Build scenario, increasing to 1.31 at buildout. The segment between Waring Road and South Pipkin Road (Parkway Corporate Center) is expected to operate with a No-Build v/c ratio of 1.16, increasing to 1.18 through buildout. Since it is located close to and parallel with the Polk Parkway, the Comprehensive Plan designates Drane Field Road as a "constrained" facility between Airport Road and Pipkin Creek Road. With this designation, future improvements and concurrency mitigation will be focused on operational and multi-modal improvements instead of the traditional addition of lanes to provide additional capacity. Binding concurrency determinations will be made with each site plan submittal

and the proposed transportation conditions are intended to support improved mobility along Airport Road and more efficient access to the Polk Parkway mitigating the incremental v/c ratio increase along Drane Field Road.

Sidewalks exist along the east and west sides of Airport Road south of the subject property. North of subject property, a sidewalk exists only along the east side of Airport Road. The apartments adjacent to Carillon Lakes is required to construct an eight-foot-wide sidewalk along its frontage as well as a transit shelter and bus bay in anticipation of future transit service. Paved shoulders exist along much of Airport Road, but they are not designated bicycle lanes. The closest transit line to the subject property is the Citrus Connection's Red Line, which operates in the east and westbound directions on Drane Field Road south of the subject property. Existing transit routes are expected to be realigned to operate on southbound Airport Road once the planned apartment community is completed within Lakeland Central Park, north of the subject property. Along the site's Airport Road frontage, a right of way dedication will be required as depicted on the Concept Plan reviewed by the City Development Review Team as part of a mitigation package for the Airport Road corridor and the ultimate layout plan will be required to accommodate cross-access to/from the adjacent Pop's Painting property as part of any future redevelopment plan on that tract.

3.2 Comprehensive Plan Compliance

The Community and Economic Development Department reviewed this request for compliance with Lakeland Comprehensive Plan: Our Community 2030 and it is our opinion that the request is consistent with the Comprehensive Plan.

4.0 Recommendation

4.1 Community and Economic Development Staff

The Community & Economic Development Department reviewed this request and recommends the change in zoning on approximately 24.93 acres from LD (Limited Development) to PUD (Planned Unit Development), concurrent with a City-initiated application to change the context sub-district designation from Suburban Neighborhood (SNH) to Suburban Special Purpose (SSP), and the application of new PUD zoning on approximately 20.05 acres. Letters of notification were mailed to 22 property owners within 500 ft of the subject property. As previously noted, the attorney representing the adjacent property to the north spoke at the hearing. No other comments were received prior to or at the public hearing. On October 2nd, 2026, one letter in opposition was received from an anonymous individual.

4.2 The Planning & Zoning Board

This recommendation was approved by a 6—0 vote of the Board.

It is recommended that the request for a change in zoning on approximately 24.93 acres from LD (Limited Development) to PUD (Planned Unit Development), concurrent with a City-initiated application to change the context sub-district designation from Suburban Neighborhood (SNH) to Suburban Special Purpose (SSP), and the application of new PUD zoning on approximately 20.05 acres, as described above and in Attachments "A," "B", and "C" be approved subject to the following conditions:

A. Permitted Uses

1. Tracts A and B: Those uses permitted by right in I-1 zoning districts and Convenience Stores (without Motor Vehicle Fuel Sales), with a maximum of two restaurants (one fast

food/quick service very high turnover and one fast casual with a drive through). The following uses shall be excluded:

- Motor Vehicle Fuel Sales, Minor
- Motor Vehicle Fuel Sales, Major
- Commercial Vehicle, Construction Equipment & Trailers, Sales, Rental and Service
- Mobile Home, Boat, Recreational Vehicle Sales, Rental & Service
- Motor Vehicle Rental
- Motor Vehicle Sales, New
- Motor Vehicle Sales, Used
- Motor Vehicle Service & Repair, Major
- Building Material Sales, Retail, Level II
- Automobile Towing Services (as listed under Industrial-Type Service Establishments, Level I)
- Outdoor Storage of Boats, Motor Home and Trailers, Retail Service
- Mini Warehouse & Storage
- Warehousing & Motor Freight Transportation Uses, Level I
- Wholesale Trade Uses, Level I
- Ground-Mounted Personal Wireless Service Facilities

2. Tracts C and D: Those uses permitted by right in I-2 zoning districts.

B. Development Standards

1. Tracts A and B: In accordance with the I-1/Suburban Special Purpose context sub-district standards. The following development standards within the Land Development Code shall also be applicable to Tracts A and B:

- Sub-Section 3.4.7.2, Screening of Mechanical Equipment;
- Sub-Section 3.4.7.3, Architectural Materials;
- Sub-Section 3.4.7.4 b., Ground Floor Building Transparency;
- Sub-Section 3.4.7.5, Façade Variation of Buildings in Commercial, Office and I-1 Industrial Zoning Districts;
- Sub-Section 3.4.7.6. Service and Loading Areas; and
- Sub-Section 3.4.7.7 Drive Through Facilities

2. Tracts C and D: In accordance with the I-2/Suburban Special Purpose context sub-district standards. The following development standards within the Land Development Code shall also be applicable to Tracts C and D:

- Sub-Section 3.4.7.2, Screening of Mechanical Equipment;

C. Prior to the issuance of the first building permit for each Tract, a binding Commercial Site Plan shall be approved by the City's Development Review Team. The Commercial Site Plan shall include, but not be limited to: building location, access, internal site circulation, parking, location of utilities, drainage, and landscaping.

The submittal of a formal preliminary plat and construction plans for review and approval by the City's Subdivision Review Team, completion of any required subdivision improvements, and

recording of a final plat may be required in accordance with Article 9 (Subdivision Standards) of the City of Lakeland Land Development Code prior to approval of the first Commercial Site Plan for any Tract.

D. Performance Standards

1. Noise: Every use shall be operated so as not to create a noise disturbance affecting adjacent uses. The term "noise disturbance" is any sound which is:

   a. Unreasonably loud and disturbing;
   b. of such character, quantity, or duration as to be injurious to human or animal life, or property;
   c. of such character, quantity, or duration as to unreasonably interfere with the comfortable enjoyment of life or property; or
   d. of such character, quantity, or duration as to unreasonably interfere with the normal conduct of business.
   e. There shall be no outdoor public address systems, bell ringers or loud speakers.

2. Vibration: Every use shall be so operated that ground vibration inherently and recurrently generated is not perceptible without instruments at any point on the property line of the property on which the use is located.

3. Smoke, Dust, and Dirt: Every use shall be so operated as to prevent the emission into the air of smoke, dust or other solid matter which may cause damage to property or discomfort to persons or animals at or beyond the lot line of the property on which the use is located.

4. Odor: Every use shall be so operated as to prevent the emission of objectionable or offensive odors in such concentration as to be readily perceptible at any point at or beyond the lot line of the property on which the use is located.

5. Fire and Explosive Hazards: All activities and all storage of flammable and explosive materials shall be in accordance with the City of Lakeland Fire and Building Codes.

6. Toxic Matter: No operation or activity producing toxic matter shall be permitted.

7. Radioactivity: Each use shall be so operated as to prevent the creation or the emission of radioactive materials.

8. Hazardous Materials and Regulated Substances: In accordance with Article 6 (Natural Resource Protection Standards) of the Land Development Code and with the City of Lakeland Fire Code and Building Code.

E. There shall be no outdoor storage of goods or materials in Tracts “A” and “B”. Outdoor storage shall be permitted in Tracts “C” and “D” in accordance with the Land Development Code and the following provisions:

1. The height of materials stored outside shall not exceed ten (10) feet;

2. No outside storage of materials over six (6) feet in height may be located within one hundred (100) feet of any property line of a residentially zoned or used lot;

3. All areas of outside storage shall be kept in a neat, orderly condition, free of weeds, litter and debris, odor and vermin;

4. No movement or arranging of materials stored outside shall occur between the hours of 10:00 p.m. and 6:00 a.m.;

5. No outside storage of materials shall occur forward of the front wall of a principal building facing any public street.

6. No outside storage shall be visible from Airport Road.

F. Building Service Areas: Loading docks, service bays and loading/unloading areas shall be prohibited along building facades that face a public roadway right-of-way.

G. Parking, Landscaping and Buffering: In accordance with the Land Development Code and the following:

1. Parking, landscaping and buffering shall be per the Land Development Code, unless otherwise stated in these conditions.

2. Along the eastern boundary of Tracts A and B, a 3-foot-tall knee wall shall be constructed as part of the necessary landscaping buffer requirements. Breaks in the knee wall are permitted to facilitate the connection of the main buildings to the sidewalk required by condition of approval H.4.a. In lieu of the knee wall, the applicant may erect a three-foot-high decorative fence constructed using either wood, masonry concrete, metal, or composite (i.e. non-PVC) materials, or some combination of these materials. Construction of this buffer along the Tract A and B frontage shall occur concurrent with the first site construction on either tract.

H. Transportation & Site Access:

1. Binding concurrency determinations shall be made at the time of each final site plan submittal. Concurrency determinations shall be based on the cumulative trip generation of allowed uses on the subject property, with amount of new external trips not exceeding 6,313 Daily, 286 A.M. Peak Hour (185 Enter/101 Exit) and 352 P.M. Peak Hour (170 Enter/182 Exit) trips.

   As an option to the standard concurrency determination process and duration allowed by the City's Concurrency Management Ordinance, the developer may enter into a multi-modal Development Agreement or Proportionate-Share Agreement, as provided in Chapter 163.3180(5), *Florida Statutes*, to address transportation concurrency failures where the ultimate development program on the subject property has a significant and adverse impact. Based on the scale of development activity, cumulative external trip generation, and adjacent roadway level-of-service deficiencies at the time of development, the City may require transportation demand management mitigation measures as provided for in Section 10.4.2.2 of the Land Development Code in order to issue a Certificate of Concurrency.

2. Cross-access easements between all adjacent tracts shall be shown on the recorded subdivision plat and/or all site plan submittals. Ingress/egress easements shall be executed to accommodate cross-access with the adjacent tracts to the west (currently operated as Pop's Painting) and south (Airport Commerce Center), which shall be recorded by the Polk County Clerk of the Circuit Court and included in the recorded subdivision plat.

3. Project Driveway on Airport Road

   a. The site driveway on Airport Road shall be generally located opposite DMG Drive, between Tracts A and B as depicted in Attachment "C."

   b. Prior to first site plan submittal, the applicant shall complete an analysis concluding whether or not signalization for the site driveway on Airport Road opposite DMG Drive will likely meet warrants prior to overall development buildout. The required Property Owners Association within the overall commercial subdivision shall be responsible for negotiating agreements with adjacent property owners to fund the design and construction of any needed traffic signal that is approved by FDOT. The timing of signal construction and activation shall be as permitted by FDOT. If a signal isn't ultimately warranted or financially-feasible, then FDOT may require that the median opening be modified to prohibit east- and westbound left turns onto Airport Road from the site driveway or DMG Drive.

   c. Concurrent with site driveway construction, a southbound right-turn lane and northbound left-turn lane shall be constructed on Airport Road in compliance with FDOT permitting requirements.

   d. The recorded subdivision plat and/or Tract A and B site plan shall include a right-of-way dedication along the site's Airport Road frontage, approximately 70-feet-wide at the northern property boundary and 47-feet-wide as measured 171 feet from the southern property boundary, to accommodate the required frontage sidewalk, turn lanes at the site driveway and as part of a mitigation package for the development's impacts on the Airport Road corridor.

4. Multi-Modal Mitigation

   a. An 8-foot wide sidewalk shall be constructed along the subject property's Airport Road frontage. Americans with Disabilities Act-compliant pedestrian routes shall be constructed between each principal building and the sidewalk along Airport Road.

   b. Concurrent with frontage sidewalk construction, an ADA-compliant transit stop, consisting of wheelchair deployment and bench pads, shall be constructed at a location along Airport Road determined to be acceptable by LAMTD or successor transit agency. If served by fixed-route transit service, a transit shelter shall be required at a location determined to be acceptable by the transit agency and FDOT prior to the second site plan approval for Tracts A and B. Building Permit issuance by the City Building Division is required for the shelter pad and structure.

   c. Bike parking shall be provided in close proximity to each principal building entrance in compliance with Land Development Code Section 4.11.6 and Index 900 of the City Engineering Standards Manual.

5. Avigation Agreement: Prior to subdivision plat or first site plan submittal, the developer/property owner shall sign an Avigation Agreement prepared by the City of Lakeland that is recorded with the Polk County Clerk of the Circuit Court.

ATTACHMENT “A”

Legal Description

23-28-33-000000-044050:
THE WEST 169.67 FEET OF THE NORTH 1/2 OF THE SW 1/4 OF THE SW 1/4 OF SECTION 33, TOWNSHIP 28 SOUTH, RANGE 23 EAST, POLK COUNTY, FLORIDA.

23-28-33-000000-044040:
THE N 1/2 OF THE SW 1/4 OF THE SW 1/4 OF SECTION 33, TOWNSHIP 28 SOUTH, RANGE 23 EAST, POLK COUNTY, FLORIDA. LESS RIGHT OF WAY FOR DRANE FIELD ROAD NORTH, AND LESS THE WEST 169.67 FEET OF THE NORTH ½ OF THE SW ¼ OF THE SW ¼ OF SECTION 33, TOWNSHIP 28 SOUTH, RANGE 23 EAST, POLK COUNTY, FLORIDA.

AND

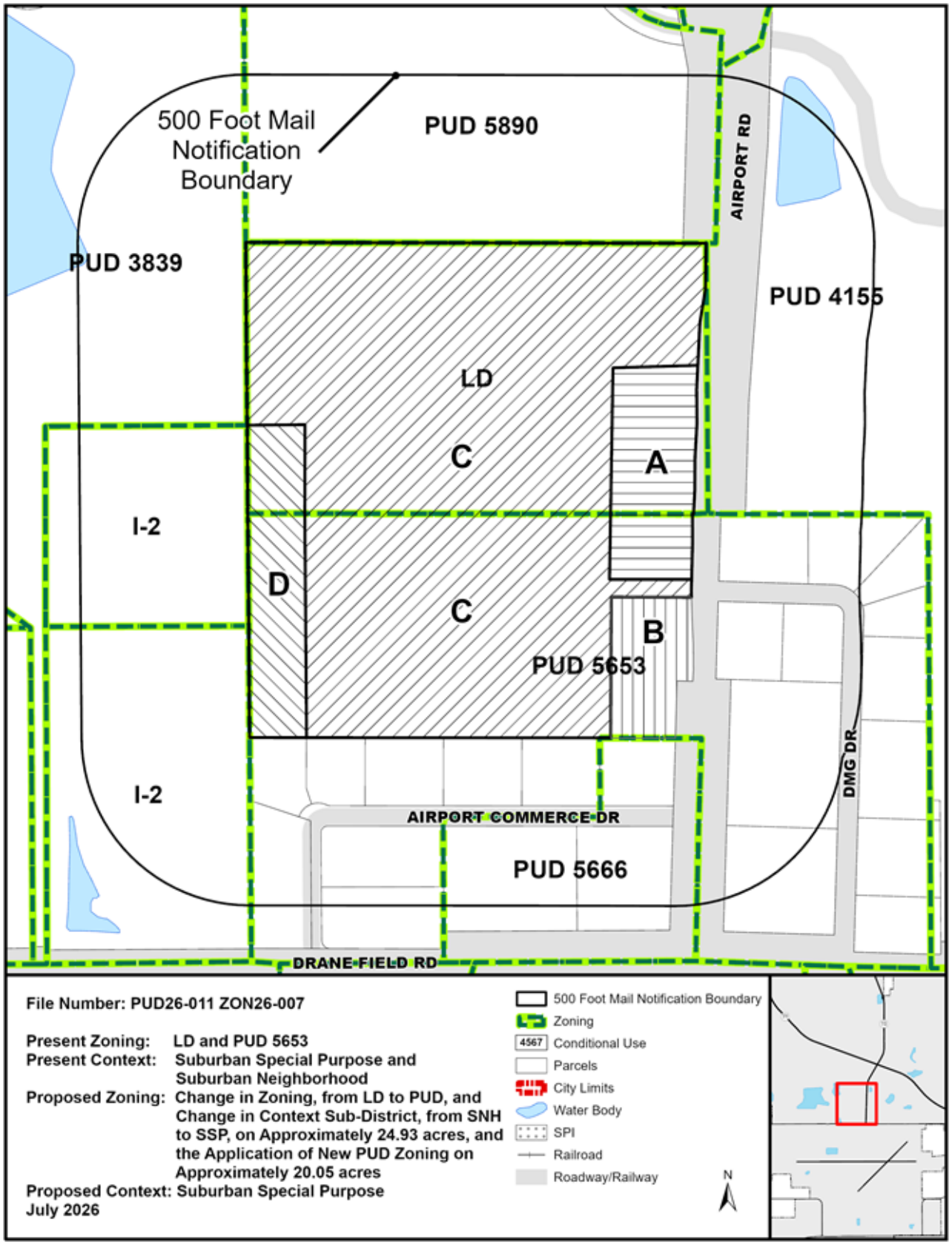
THAT PART OF THE N 1/2 OF THE SE 1/4 OF THE SW 1/4 OF SECTION 33, TOWNSHIP 28 SOUTH, RANGE 23 EAST, POLK COUNTY, FLORIDA, LYING WEST OF DRANE FIELD ROAD NORTH.
LESS AND EXCEPT:
THAT PORTION OF THE SOUTHWEST ¼ OF SECTION 33, TOWNSHIP 28 SOUTH, RANGE 23 EAST, POLK COUNTY, FLORIDA, BEING DESCRIBED AS FOLLOWS:
COMMENCE AT THE SOUTHWEST CORNER OF SAID SECTION 33 ALSO BEING THE NORTHWEST CORNER OF SECTION 4, TOWNSHIP 29 SOUTH, RANGE 23 EAST; THENCE ALONG THE WEST BOUNDARY OF SAID SECTION 4, SOUTH 00°07'08” EAST, 3.40 FEET TO SURVEY BASELINE “B” OF DRANE FIELD ROAD; THENCE NORTH 89°42'28” EAST, 1,323.13 FEET ALONG SAID BASELINE TO SURVEY BASELINE “A” OF STATE ROAD 572; THENCE ALONG SAID BASELINE “A', NORTH 01°41'03” EAST, 662.68 FEET TO THE NORTH LINE OF THE SOUTH ½ OF THE SOUTHWEST ¼ OF SAID SECTION 33; THENCE ALONG SAID NORTH LINE NORTH 89°55'00” WEST, 32.17 FEET TO THE WEST EXISTING MAINTAINED RIGHT OF WAY LINE OF SAID STATE ROAD 572 (PER MAP BOOK 5, PAGES 113-117) FOR A POINT OF BEGINNING; THENCE CONTINUE ALONG SAID NORTH LINE NORTH 89°55'00” WEST, 47.86 FEET; THENCE NORTH 01°41'03” EAST, 170.87 FEET; THENCE SOUTH 88°18'57” EAST, 47.05 FEET TO SAID WEST EXISTING MAINTAINED RIGHT OF WAY LINE; THENCE ALONG SAID WEST EXISTING MAINTAINED RIGHT OF WAY LINE THE FOLLOWING COURSES: SOUTH 02°25'40” WEST, 31.19 FEET; SOUTH 00°59'44” WEST, 100.01 FEET; SOUTH 01°40'59” WEST, 38.35 FEET TO THE END OF SAID COURSERS AND THE POINT OF BEGINNING.

LESS MAINTAINED RIGHT OF WAY OF N. DRANE FIELD ROAD, A/K/A AIRPORT ROAD PER POLK COUNTY MAP BOOK 5, PAGES 113 THROUGH 117.

23-28-33-000000-043010:
A PARCEL OF LAND IN SECTION 33, TOWNSHIP 28 SOUTH, RANGE 23 EAST, POLK COUNTY, FLORIDA BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:
FOR A POINT OF REFERENCE, COMMENCE AT THE SOUTHWEST CORNER OF SAID SECTION 33; THENCE N 00° 27'14" W ALONG THE WEST LINE OF SAID SECTION 33, A DISTANCE OF 1335.42 FEET TO A POINT ON THE NORTH LINE OF THE SOUTH 1/2 OF THE SOUTHWEST 1/4 OF SAID SECTION 33, SAID POINT ALSO BEING THE POINT OF BEGINNING; THENCE CONTINUE N 00°27'14" W, ALONG SAID LINE, A DISTANCE OF 809.14 FEET; THENCE S 89°54'40" E ALONG A LINE PARALLEL TO THE SAID NORTH LINE OF THE SOUTH 1/2 OF THE SOUTHWEST 1/4, A DISTANCE OF 1403.52 FEET TO A POINT ON THE CENTERLINE OF AIRPORT ROAD; THENCE S01°41'57" W ALONG THE SAID CENTERLINE A DISTANCE OF 809.42 FEET TO A POINT ON THE AFOREMENTIONED NORTH LINE OF THE SOUTH 1/2 OF THE SOUTHWEST 1/4; THENCE N 89°54'40" WEST, ALONG SAID NORTH LINE A DISTANCE OF 1373.11 FEET TO THE POINT OF BEGINNING.

LESS MAINTAINED RIGHT OF WAY OF N. DRANE FIELD ROAD, A/K/A AIRPORT ROAD PER POLK COUNTY MAP BOOK 5, PAGES 113 THROUGH 117.

ATTACHMENT “B”



ATTACHMENT “C”

