

ORDINANCE NO. ____

PROPOSED ORDINANCE NO. 25-020

AN ORDINANCE RELATING TO ZONING; MAKING FINDINGS; PROVIDING FOR RA-4 (SINGLE-FAMILY RESIDENTIAL) ZONING ON APPROXIMATELY 7.51 ACRES LOCATED AT THE NORTHEAST CORNER OF KATHLEEN ROAD AND SLEEPY HILL 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 May 20, 2025 to consider the request of Timothy F. Campbell, Clark, Campbell, Lancaster, Workman & Airth, P.A., on behalf of owner James P. Gills, Jr., to apply RA-4 (Single-Family Residential) zoning on approximately 7.51 acres located at the northeast corner of Kathleen Road and Sleepy Hill Road, which property is more particularly described on Attachment “A” and graphically depicted on Attachment “B” (the “Property”); and

WHEREAS, the Planning and Zoning Board approved the request on June 17, 2025 and recommended approval to the City Commission; and

WHEREAS, the City Commission of the City of Lakeland, Florida, after conducting a duly-noticed public hearing at which all interested persons were given the opportunity to be heard, has determined that it is in furtherance of the public health, safety and welfare to apply RA-4 (Single-Family Residential) zoning to the Property;

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

SECTION 1. The above findings are true and correct and are hereby adopted and incorporated herein by reference.

SECTION 2. The Property is hereby zoned RA-4 (Single-Family Residential) as set forth in Attachment “B.”

SECTION 3. 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 4. All ordinances or parts of ordinances in conflict herewith are hereby repealed.

SECTION 5. 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 6. This Ordinance shall take effect immediately upon the effective date of Small-Scale Amendment #LUS25-003 to the Future Land Use Map, as provided in Ordinance No. ____.

PASSED AND CERTIFIED AS TO PASSAGE this 21st day of July, A.D. 2025.

H. WILLIAM MUTZ, MAYOR

ATTEST: _____
KELLY S. KOOS, CITY CLERK

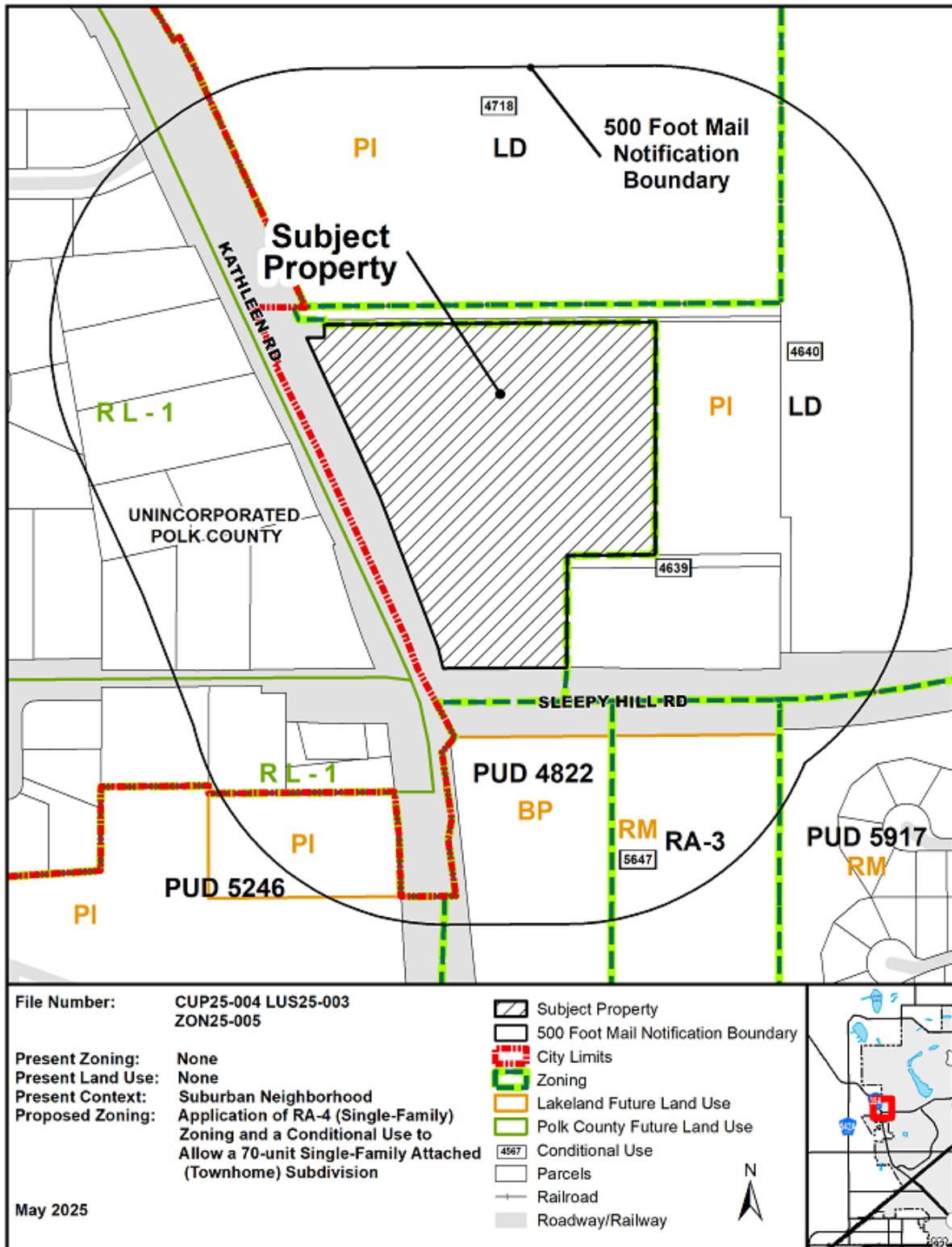
APPROVED AS TO FORM AND CORRECTNESS: _____
PALMER C. DAVIS
CITY ATTORNEY

ATTACHMENT "A"

Legal Description:

BEG 233.01 FT N & 244 FT W OF SE COR OF SW1/4 OF NE1/4 RUN N 456.65 FT W 782.55 FT S 24 DEG 12 MIN 24 SEC E 751.25 FT E 286.47 FT N 218.01 FT E 172.02 FT TO POB LESS ADDL R/W FOR KATHLEEN RD AS DESC IN OR 4134 PG 1053 & LESS R/W FOR KATHLEEN RD AS DESC IN OR 5787 PG 113

ATTACHMENT "B"

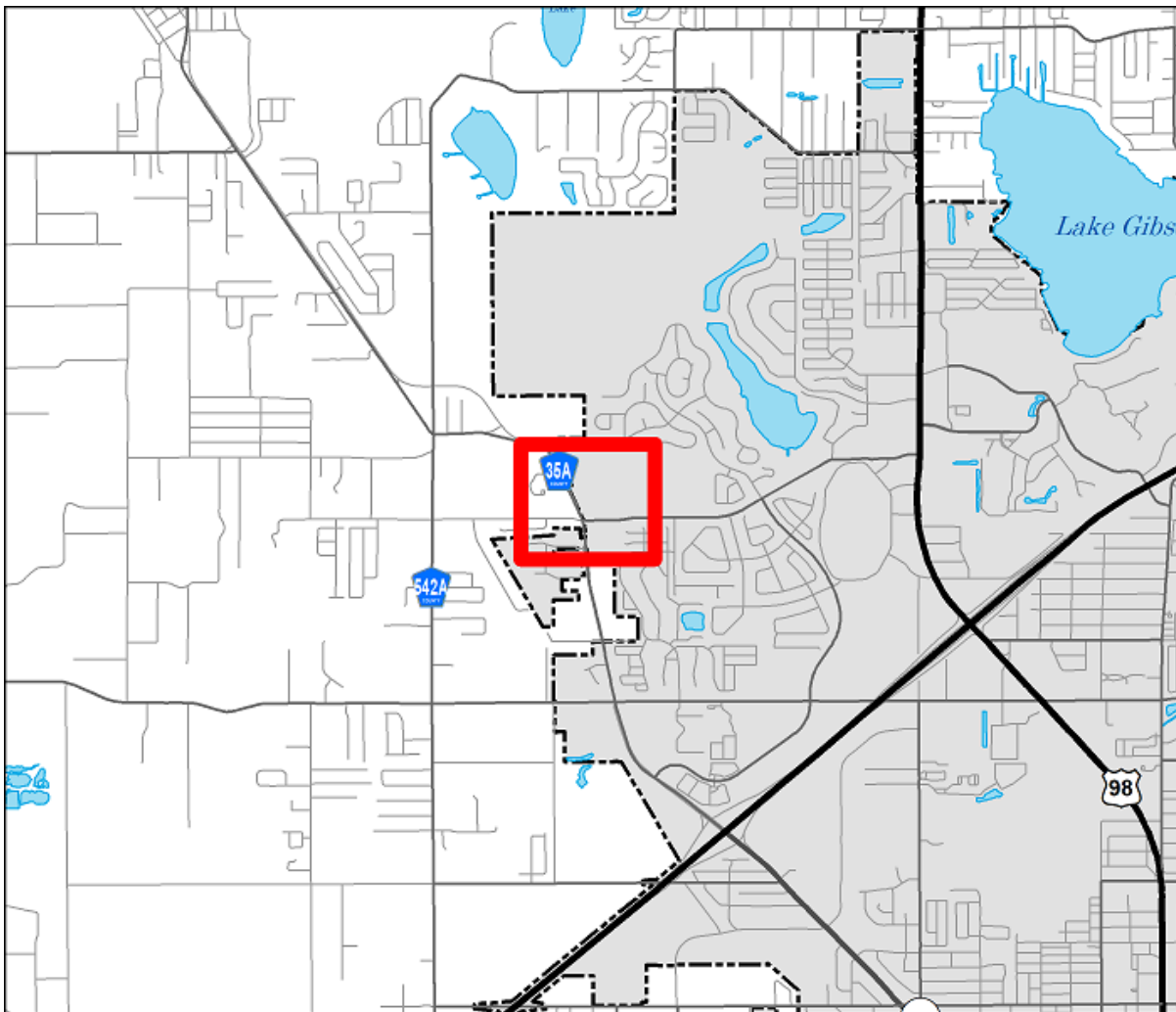




Planning & Zoning Board Recommendation

Date:	July 7, 2025	Reviewer:	Audrey McGuire
Project No:	LUS25-003 CUP25-004 ZON25-005	Location:	2365 Sleepy Hill Road
Owner:	James P. Gills Jr.		
Applicant:	Timothy F. Campbell, Clark, Campbell, Lancaster, Workman & Airth, P.A.		
Current Zoning:	Not Assigned	Future Land Use:	Not Assigned
Context District:	Suburban Neighborhood (SNH)		
P&Z Hearing:	May 20, 2025	P&Z Final Decision:	June 17, 2025
Request:	Small-scale land use amendment to apply a future land use designation of Residential Medium (RM), the application of RA-4 (Single-Family Residential) zoning, and a conditional use to allow a 64-unit single-family attached (townhome) development on approximately 7.51 acres located at the northeast corner of Kathleen Road and Sleepy Hill Road.		

1.0 Location Maps



2.0 Background

2.1 Summary

Timothy F. Campbell, Clark, Campbell, Lancaster, Workman & Airth, P.A., on behalf of James P. Gills, Jr., requests a small-scale land use amendment to apply a future land use designation of Residential Medium (RM), the application of RA-4 (Single-Family Residential) zoning, and a conditional use to allow a 64-unit single-family attached (townhome) development on approximately 7.51 acres located at the northeast corner of Kathleen Road and Sleepy Hill Road. A map of the subject property is included as Attachment “B.”

2.2 Subject Property

The subject property, approximately 7.51 acres in area, was annexed into the City in 1997 (Ordinance 3817). Zoning and land use, however, were not assigned at that time. Following the adoption of the current Land Development Code, the subject property was assigned Suburban Neighborhood (SNH) context sub-district designation.

The subject property is heavily wooded and comprised of uplands. Adjacent land uses include Sleepy Hill Elementary School and Sleepy Hill Middle School to the north and east, respectively. To the south, across Sleepy Hill Road, is a parcel zoned PUD (Planned Unit Development) and developed with a commercial self-storage facility. Properties to the west, across Kathleen Road, are located within unincorporated Polk County and consist of single-family uses with a County Residential Low-1 (RL-1) land use designation.

In 2005, land use and zoning applications were submitted to apply a Neighborhood Activity Center (NAC) future land use designation and C-3 (Neighborhood Center Commercial) zoning to the subject property to allow for the development of 50,000 sq. ft. of retail commercial uses. According to the minutes from the March 15, 2005, meeting of the Planning & Zoning Board, both requests were denied due to the project not meeting the separation requirements from nearby commercial activity centers and incompatibility with surrounding land uses. At the time of denial, city staff suggested that the Residential Medium (RM) future land use designation would be an appropriate alternative for the subject property because of its location within the urban development area, availability of City utility services, and proximity to other commercial centers.

2.3 Project Background

The purpose of this request is to apply land use, zoning and a conditional use to allow for the development of the subject property for a 64-unit single-family attached (townhome) subdivision. A site development plan for the proposed townhome subdivision which includes the internal street layout, arrangement of lots and blocks, driveways and stormwater retention areas, is included as Attachment “C.”

2.4 Existing Uses of Adjacent Properties

Boundary	Existing Land Use	FLUM	Zoning	Context
North	Sleepy Hill Elementary School	PI	LD	SNH
South	Commercial (Self-Storage)	BP	PUD	SSP
East	Sleepy Hill Middle School / Griffin Cemetery	PI	LD	SNH
West	Single-Family Residential	County RL-1	N/A	N/A

2.5 Attachments

Attachment A: Legal Description

Attachment B: Base Map of Subject Property

Attachment C: Subdivision Plan

3.0 Discussion

The subject property was annexed into the City as part of a larger tract of land located west of Lakeland Square Mall owned by Mr. Gills. While most of Mr. Gills' holdings were assigned a future land use designation and zoning following annexation, the subject property was not included due to the lack of a pending development proposal and lack of capacity in the surrounding road network.

With the establishment of the urban form standards through the adoption of a new land development code in 2013, the Suburban Neighborhood (SNH) context district was applied to the subject property. The SNH context district generally describes areas of the city composed of low- to moderate-density residential uses which may transition over time to a more walkable, urban environment with smaller blocks and greater connectivity to schools, recreation and other urban services.

The proposed RA-4 (Single-Family Residential) zoning classification allows for single-family attached (townhome) dwellings to be considered through a conditional use application. The proposed conditional use will limit the use of the subject property to a 64-unit single-family attached (townhome) subdivision. The recommended conditions of approval contain tree preservation requirements, minimum development standards and maintenance provisions.

Per the policies of the Lakeland Comprehensive Plan: Our Community 2030, the Residential Medium (RM) land use designation is intended for medium density residential (between 5 and 12 dwelling units per acre) and promotes compact, walkable development. The RM future land use designation has been applied to other properties along the south side of Sleepy Hill Drive near the subject property, including Highland Fairways, a 650-unit single-family residential subdivision that originally began development as a manufactured home community, and Hampton Hills South Phase 3, which consists of 224 single-family attached (townhome) dwellings on 19.38 acres at the southeast corner of Sleepy Hill Road and Mall Hill Drive. The proposed townhome development consists of 64 townhomes on approximately 7.51 acres, which translates to a gross density of 8.52 units per acre and is well below the maximum density of 12 dwelling units per acre allowed under the RM future land use designation.

Prior to the public hearing, staff received a letter from residents who live on Sleepy Hollow Lane, a single-family neighborhood within unincorporated Polk County on the west side of Kathleen Road. The letter expressed concern about compatibility and disruption of existing neighborhood character, increased traffic and safety risks, public infrastructure and services, environmental and stormwater impacts and precedent for future development. Several individuals from Sleepy Hollow Lane also spoke in opposition of the project at the public hearing, stating concerns with potential flooding caused by development, traffic safety and access, and overall density of development.

The Sleepy Hollow subdivision, which was developed in the mid-1990s on private septic, consists of 22 single-family lots on approximately 13.89 acres with a typical lot being between 0.33 and 0.50 acres. At the time the subdivision was developed, the surrounding area was still largely rural in character with both Kathleen Road and Sleepy Hill Road functioning as two-lane roadways. In the mid-2000s, both roads were widened in response to population growth and plans for new housing developments on large tracts of vacant land located to the west of Lakeland Square Mall, along Sleepy Hill Road and Mall Hill Drive. The following years would see the development of Terra Largo, a private

gated residential community with 602 single-family detached and single-family attached dwelling units on the north side of Sleepy Hill Road, and Hampton Hills South, which consists of 689 single-family detached and 244 single-family attached (townhome) dwelling units. Typical lot sizes for single-family homes in Terra Largo range from 50' x 125' (6,250 sq. ft. or 0.14 acres) to 70' x 125' (8,750 sq. ft. or 0.20 acres). In Hampton Hills South, a typical single-family lot is 50' x 120' (6,000 sq. ft. or 0.13 acres). While the proposed townhome development has a greater density than the older residential uses located west of Kathleen Road, it is compatible in terms of neighborhood character and density with the residential uses to the east inside the City along Sleepy Hill Road and Mall Hill Drive.

Regarding concerns about flooding, development of the proposed townhome subdivision will be subject to Public Works and SWFWMD stormwater requirements at the time of subdivision review. Any stormwater runoff generated by the project will need to be retained on-site in accordance with SWFWMD guidelines. In response to a resident's comments that the Existing Stormwater Pond located immediately east of the subject project (depicted in Attachment "C") was the source of flooding for his property located east of Kathleen Road, the City Public Works Department has confirmed that it has no record or knowledge of any flooding or operational problems associated with that facility. Concerns about traffic impacts are addressed in the Transportation and Concurrency section below.

3.1 Transportation and Concurrency

The subject property lies on the north side of Sleepy Hill Road, a four-lane Urban Collector operated by the City of Lakeland that is currently operating at an acceptable Level of Service (LOS) C and to the east of County Road 35A (Kathleen Road), a four-lane divided Urban Major Collector operated by Polk County that is also currently operating at an acceptable LOS C. Per the Polk Transportation Planning Organization's 2025 Roadway Network Database, the Two-Hour Average Volume during the PM Peak Period for Sleepy Hill Road is 506 Eastbound and 527 Westbound vehicles (directional service volume/capacity of 1,800 vehicles) and the Two-Hour Average for Kathleen Road is 1,058 Northbound and 1,102 Southbound vehicles (directional service volume/capacity of 1,800 vehicles).

Using data published in the Institute of Transportation Engineers *Trip Generation Manual* (11th Edition), the proposed 64 townhomes are expected to generate 437 to 461 Daily Trips, 36 trips during the PM Peak Hour of Adjacent Street Traffic (4 PM – 6 PM) and 31 trips during the AM Peak Hour of Adjacent Street Traffic (7 AM – 9 AM).

The subject property is located within the Urban Development Area as designated in the Comprehensive Plan within which central water, central sewer, urban level public safety, an urban road network, and other facilities and services normally associated with urban development can be expected. The Lakeland Area Mass Transit District (Citrus Connection) operates one route intermittently adjacent to the subject property via its Blue Line with 60-minute frequencies. This route provides connecting services to Lakeland Square Mall, Walmart at US 98 N, and the Gow Fields Park and Ride. A sidewalk exists along both sides of Sleepy Hill Rd and both sides of Kathleen Rd. Designated bicycle lanes exist on Sleepy Hill Road; however, they do not exist on Kathleen Road. The development site is located adjacent to Sleepy Hill Elementary and Middle Schools as well as near the North Lakeland YMCA, located approximately 1,700 feet to the east. Given the site's limited frontage on Sleepy Hill Road, a right-in/right-out driveway connection to Kathleen Road will also be required to better distribute project trips around the Kathleen Road/Sleepy Hill Road intersection.

The City of Lakeland Vision Zero Action Plan adopted in March 2025 identifies Sleepy Hill Road as a Top 10 High Injury Network Corridor and to improve traffic safety, the City has received a pending Federal funding award that would support a roadway safety audit along with short-term, low-cost countermeasures and position the City to apply for future funding for any higher-cost improvements that are needed, generally further west between Mall Hill Road and Kennedy Boulevard.

The subject property shall comply with the transportation conditions set forth in this Conditional Use Permit and any further requirements set forth by the County. A traffic analysis will be required for this site in order to identify adequate driveway connections in relation to the Kathleen Road/Sleepy Hill Road intersection and adjacent median openings.

Per a determination received from the Polk County School District on May 6, 2025, capacity currently exists at zoned elementary, middle and high schools, including the Sleepy Hill Elementary and Middle Schools located immediately adjacent to the development site.

3.2 Comprehensive Plan Compliance

The Community and Economic Development Department reviewed this request for compliance with the Lakeland Comprehensive Plan: Our Community 2030 and it is our opinion that the request is consistent with the Comprehensive Plan. Actual construction is subject to final concurrency determinations at the time of subdivision plat and construction plan review.

4.0 Recommendation

4.1 Community and Economic Development Staff

The Community & Economic Development Department reviewed this request and recommends approval of the small-scale land use amendment to apply a Future Land Use classification of Residential Medium (RM), application of RA-4 (Single-Family Residential) zoning, and a conditional use to allow for a 64-unit single-family attached (townhome) development at the northeast corner of Sleepy Hill Road and Kathleen Road. Letters of notification were mailed to 24 property owners within 500 feet of the subject property.

Prior to the public hearing, comments were received via email from residents on Sleepy Hollow Lane with the concerns stated above. Several of the residents from Sleepy Hollow Lane also spoke against the project at the public hearing with concerns regarding project impacts, traffic safety and access, and overall density.

4.2 Planning & Zoning Board

The recommendation was approved by a 4—3 vote of the Board.

It is recommended that the request for a small-scale land use map amendment to apply a future land use designation of Residential Medium (RM), application of RA-4 (Single-Family Residential) zoning, and the conditional use to allow a 64-unit single-family attached (townhome) development as described above and in attachments “A,” “B” and “C” be approved subject to the following conditions:

- A. Permitted Uses: Single-Family Attached (Townhomes)
- B. Maximum Intensity of Use: 64 Dwelling Units
- C. Development Standards: In accordance with the Single-Family Attached Special Building Type Standards as specified in Table 3.4-11 of the Land Development Code, except as follows:
 - 1. Minimum Lot Width: 20 feet.
 - 2. Minimum Lot Area: 1,700 sq. ft.
 - 3. Front Setback: 20 feet.
 - 4. Street Side Setback: 15 feet.
 - 5. Rear Setback: 15 feet.

6. Driveway Width: 10 feet min./10 feet max.
 7. Off-Street Parking: One-car, front-loaded garage with a 10-foot-wide driveway.
 8. Building Height: Two (2) stories.
 9. Entrance Feature: Porch or stoop in accordance with Figures 3.4-5 and/or 3.4-6 of the Land Development Code.
- D. Subdivision Plans: The site shall be developed in accordance with the subdivision plan submitted as Attachment "C." With the approval of the Director of Community & Economic Development, minor changes may be made at the time of subdivision review without requiring a modification of the conditional use.
- E. Landscape & Buffering: In accordance with Section 4.5 of the Land Development Code and the following:
1. To provide a natural buffer, existing tree canopy on the subject property shall be preserved and retained within 30 feet of the west and south property boundaries adjacent to Kathleen Road and Sleepy Hill Road. With the approval of the City Arborist, immature, non-native or invasive trees may be removed if found to enhance the health of larger, protected trees. The developer is encouraged to retain other mature canopy trees throughout the project. Trees retained shall be preserved and protected during construction in accordance with Section 4.5.10 of the Land Development Code.
 2. The developer shall plant native tree species within the right-of-way on both sides of the roadway internal to the project at a ratio of one tree per fifty (50) linear feet, minimum.
- F. Maintenance Provisions: All open space, common areas, amenities, fences, walls, landscape buffers, and stormwater retention areas shall be maintained by a homeowner association (HOA), property management company or other similar entity.
- G. Garage Conversions: The conversion of attached garages integral to the single-family attached dwelling units to living area or uses other than vehicle parking shall be prohibited.
- H. Civic Open Space: In accordance with Sub-Section 3.4.6 of the Land Development Code.
- I. Transportation:
1. A Binding Concurrency Determination shall be made prior to subdivision plat approval.
 2. Sidewalks shall be constructed along both sides of each internal road. ADA-compliant routes shall be provided to Sleepy Hill and Kathleen Roads.
 3. A petition shall be submitted to the Lakeland Area Mass Transit District requesting inclusion into the boundaries, within which a half-mill ad valorem tax is levied to support public transit services within the Lakeland Area.
 4. A Minor Traffic Study will be required per Section 10.3 of the Land Development Code, with a focus on the site driveways on Sleepy Hill and Kathleen Roads as well as adjacent median openings where U-turns are expected to occur. .
 5. Bicycle parking shall be provided in compliance with Sub-Section 4.11.6 of the City of Lakeland Land Development Code and Index 900 of the City Engineering Standards Manual.
 6. The site shall comply with all Polk County permitting requirements.

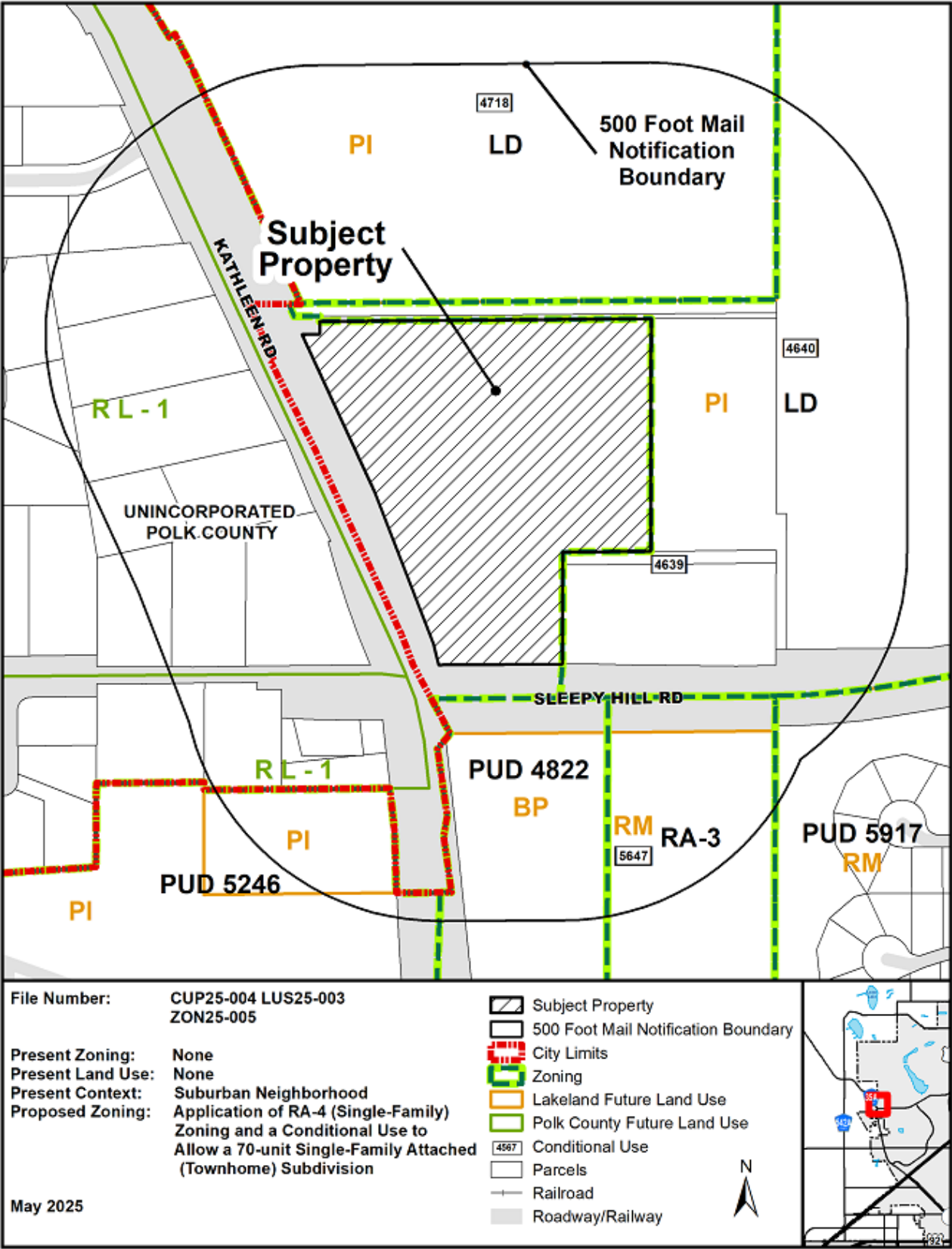
7. The developer shall coordinate with the Polk County School District and the City of Lakeland to construct a sidewalk between the subject property and Sleepy Hill Elementary School. If a viable alignment is not available, a sidewalk stub-out shall be constructed to the property boundary at a location determined to be acceptable by the School District and City.

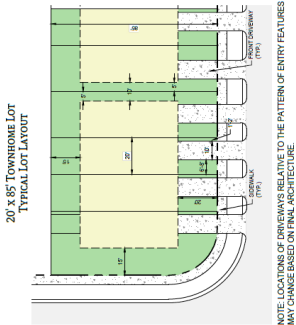
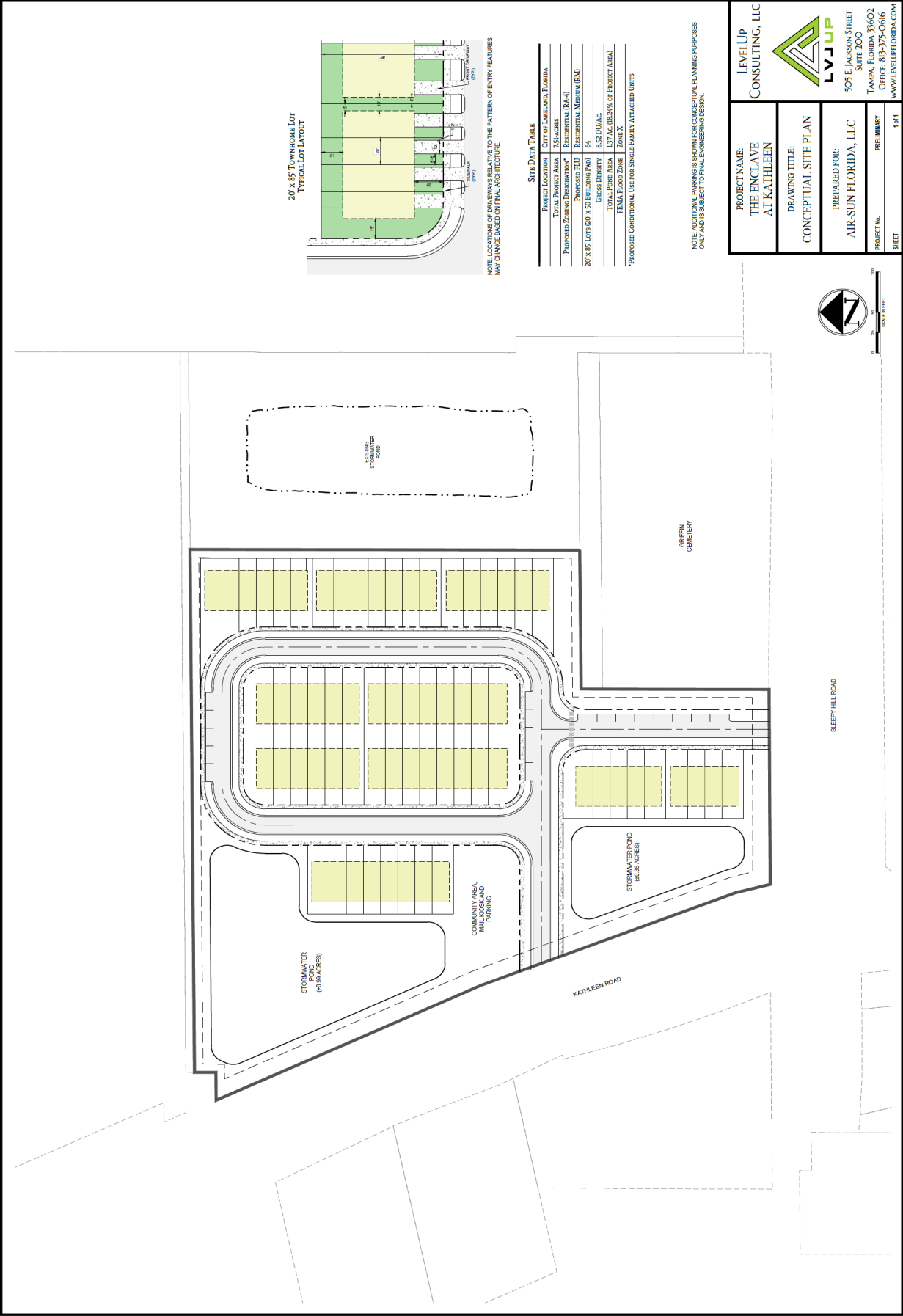
ATTACHMENT "A"

Legal Description:

BEG 233.01 FT N & 244 FT W OF SE COR OF SW1/4 OF NE1/4 RUN N 456.65 FT W 782.55 FT S 24 DEG 12 MIN 24 SEC E 751.25 FT E 286.47 FT N 218.01 FT E 172.02 FT TO POB LESS ADDL R/W FOR KATHLEEN RD AS DESC IN OR 4134 PG 1053 & LESS R/W FOR KATHLEEN RD AS DESC IN OR 5787 PG 113

ATTACHMENT "B"





SITE DATA TABLE	
PROJECT LOCATION	CITY OF LAKELAND, FLORIDA
TOTAL PROJECT AREA	75.5 ACRES
PROPOSED ZONING	RESIDENTIAL (R/L-4)
PROPOSED FLOOD ZONE	RESIDENTIAL MEDIUM (RMD)
20' X 85' LOT (20' X 50' BUILDING FOOTPRINT)	64
GROSS DENSITY	8.52 DU/AC
TOTAL POND AREA	137 AC (18.24% OF PROJECT AREA)
FEMA FLOOD ZONE	Zone X
*Proposed Conditional Use for Single-Family Attached Units	

NOTE: ADDITIONAL PARKING IS SHOWN FOR CONCEPTUAL PLANNING PURPOSES ONLY AND IS SUBJECT TO FINAL ENGINEERING DESIGN.

PROJECT NAME:
THE ENCLAVE
AT KATHLEEN

DRAWING TITLE:
CONCEPTUAL SITE PLAN

PREPARED FOR:
AIR-SUN FLORIDA, LLC

PROJECT NO.:
PRELIMINARY

LEVELUP
CONSULTING, LLC

LVJUP

505 E. JACKSON STREET
SUITE 200
TAMPA, FLORIDA 33602
OFFICE: 813-375-0616
WWW.LEVELUPFLORIDA.COM

PROJECT NO.:
PRELIMINARY

SHEET
1 of 1