

ORDINANCE NO. ____

PROPOSED ORDINANCE NO. 26-029

AN ORDINANCE RELATING TO ZONING; MAKING FINDINGS; AMENDING ORDINANCE 5965, TO PROVIDE FOR A MAJOR MODIFICATION OF PLANNED UNIT DEVELOPMENT (PUD) ZONING TO ALLOW WHOLESALE TRADE USES, LEVEL 1, AND INDUSTRIAL-TYPE SERVICE ESTABLISHMENTS, LEVEL 1, NOT INCLUDING AUTOMOBILE TOWING SERVICES, IN ADDITION TO THE PREVIOUSLY APPROVED OFFICE USES ON PROPERTY LOCATED AT 4155 PIPKIN CREEK 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 Timothy F. Campbell, Clark, Campbell, Lancaster, Workman & Airth, P.A., on behalf of owner Parkway Partners I, LLC, to amend Ordinance 5965, to modify Planned Unit Development (“PUD”) zoning to allow Wholesale Trade Uses, Level I, and Industrial-Type Service Establishments, Level 1, not including Automobile Towing Services, in addition to the previously approved office uses on property located at 4155 Pipkin Creek Road, as more particularly described on Attachment “A” and graphically depicted on Attachment “B” (the “Property”); and

WHEREAS, the Planning and Zoning Board approved the requested PUD zoning modification on August 18, 2026 and recommended said modification to the City Commission; and

WHEREAS, the City Commission, after due public notice and a public hearing at which all interested persons were afforded the opportunity to be heard, finds that the Property should 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 LAKE LAND, FLORIDA:**

SECTION 1. The foregoing findings are true and correct and are hereby adopted and made a part hereof.

SECTION 2. The PUD zoning for the Property is hereby modified, subject to the following amended conditions:

- A. Permitted Uses: Office uses, medical and non-medical,
Wholesale Trade, Level I
Industrial-type Service Establishments, Level I, not including towing services
- B. Maximum Intensity of Use: 22,800 sq. ft. of ~~office uses~~ floor area
- C. Development Standards: In accordance I-2/Suburban Special Purpose context sub-district standards except that the maximum building height shall be limited to one-story.
- D. Site Development Plan: The site shall be developed in substantial accordance with the site development plan, Attachment "C." With the approval of the Director of Community and Economic Development, minor alterations may be made at the time of site plan review without requiring a modification to the PUD zoning.
- E. Landscaping and Buffering: In accordance with Section 4.5 of the Land Development Code except as follows.
 - 1. Existing, mature trees located along the northern property boundary shall be protected and preserved as part of the required landscape buffer adjacent to Sugar Creek Estates.
 - 2. Existing, mature trees located along the site's Pipkin Creek Road frontage shall be preserved to maintain the character of this roadway.
 - 3. At the time of site plan review, the developer of the project shall work with Parks and Recreation to identify which trees will be set aside and preserved. Trees which are in poor health, an invasive species, or represent a hazard, shall not be subject to these requirements.
- F. Signage: In accordance with Section 4.9.4.3 of the Land Development Code.
- G. Outdoor Lighting: All outdoor lighting fixtures shall be of the "fully shielded" type such that the light emitting, distributing, reflecting, and refracting components of the light fixture (lamp, lens, reflective surfaces, etc.) shall not extend beyond the opaque housing of the fixture.

H. Hours of Operation: Hours of operation shall be limited from 7:00 AM to 9:00 PM.

H.I. Prohibited Uses:

1. Outdoor storage of equipment, materials or machinery.
2. Parking or storage of semi-tractor trucks and semi-truck trailers

J. Wildlife Protection: A biological inventory and environmental assessment, performed by a qualified professional, to determine areas harboring or supporting protected species on the site shall be submitted at the time of Commercial Site Plan Review. The location and extent of any protected habitat areas (including wetlands, protected species habitat, fisheries, conservation areas) shall be identified in the site development plans. Based upon completion of the biological inventory and environmental assessment establishing the extent to which protected species exist on the site, a special management program may be created in accordance with Sub-Section 6.4.3.7 (Required Protected Species Habitat Management) of the Land Development Code.

I.K. Transportation:

1. Binding Concurrence Determinations shall be made at the time of site plan submittal.
2. A sidewalk shall be constructed along the site's Pipkin Creek Road frontage. An Americans with Disabilities Act- (ADA-) compliant pedestrian route shall be constructed between the Pipkin Creek Road frontage sidewalk and principal building entrances.
3. Prior to first site plan submittal, an annexation petition shall be submitted to the Lakeland Area Mass Transit District (LAMTD) for action by its Board of Directors.
4. Due to the site's proximity to Lakeland Linder International Airport, an Avigation Easement Agreement shall be executed and recorded by the Polk County Clerk of Courts prior to site plan submittal.
5. Bicycle parking shall be provided in compliance with Section 4.11.6 of the Land Development Code and Index 900 of the City Engineering Standards Manual.

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 its passage.

PASSED AND CERTIFIED AS TO PASSAGE this 21st day of September,
A.D. 2026.

**CITY COMMISSION OF THE CITY
OF LAKE LAND, FLORIDA**

By: _____
SARA ROBERTS McCARLEY
MAYOR

ATTEST: _____
KELLY S. KOOS, CITY CLERK

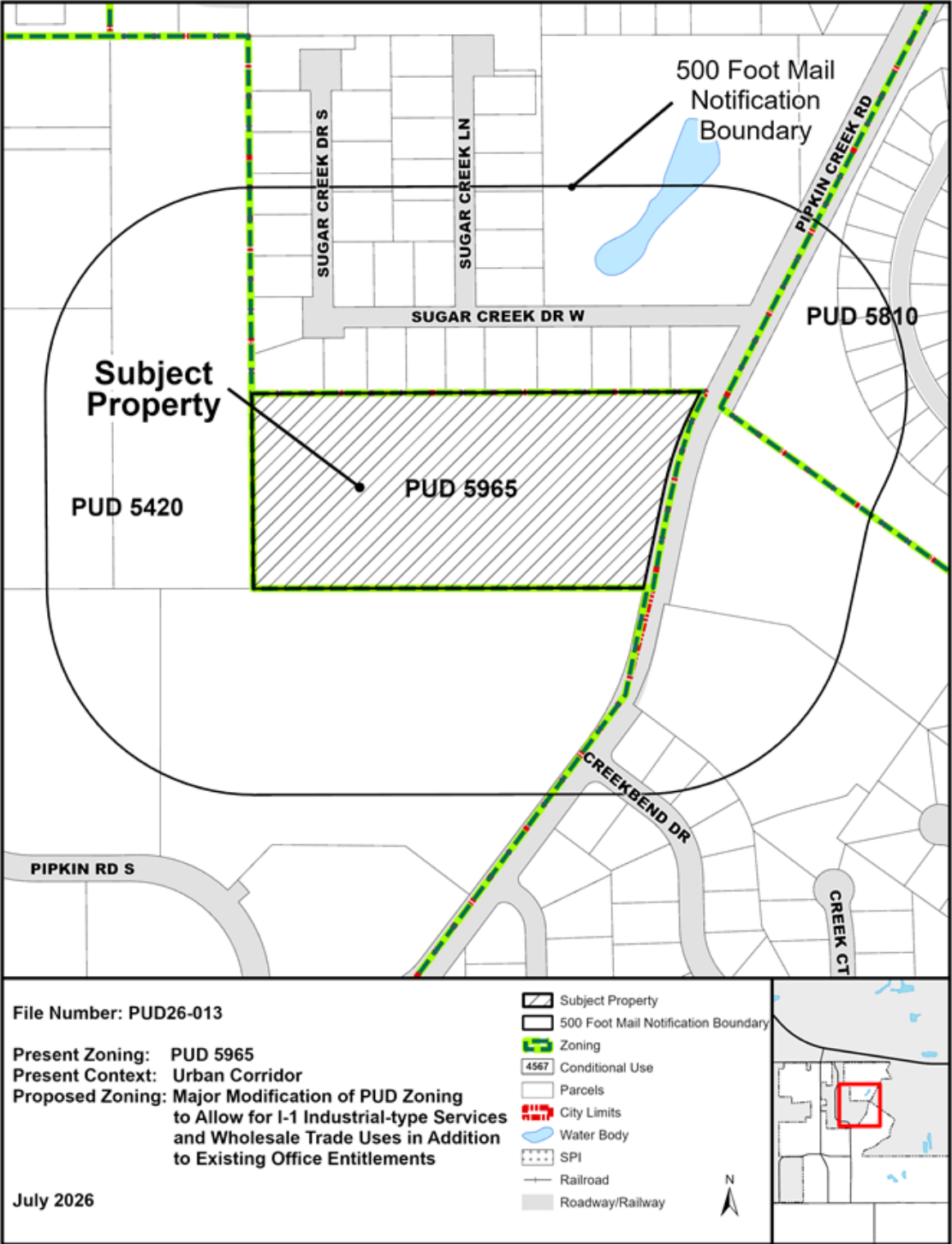
APPROVED AS TO FORM AND CORRECTNESS: _____
PALMER C. DAVIS
CITY ATTORNEY

ATTACHMENT "A"

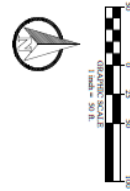
LEGAL DESCRIPTION:

The S 463.43 FT OF SE1/4 OF NE1/4 LYING W OF PIPKIN RD & N 12.03 FT OF NE1/4 OF SE1/4 LYING W OF PIPKIN RD LESS RIGHT-OF-WAY FOR PIPKIN CREEK ROAD

ATTACHMENT "B"



PARCEL 1A



1. The proposed development shall be constructed in accordance with the requirements of City of Lakeland.

1. The proposed development shall be constructed in accordance with the requirements of City of Leland.
2. Owner/Developer: PARKWAY PARTNERS I LLC
4025 S Pipkin Rd
Leland, Florida 33611

Address: PIPPIN CREEK RD
LAKELAND, FLORIDA 33811

Address: PINKIN CREEK RD
Lakeland, FL 33811
Section 03, Township 29 South, Range 23 East, Polk County
Property Tax ID #: 23-29-03-000000-012010

Proposed Use: Commercial

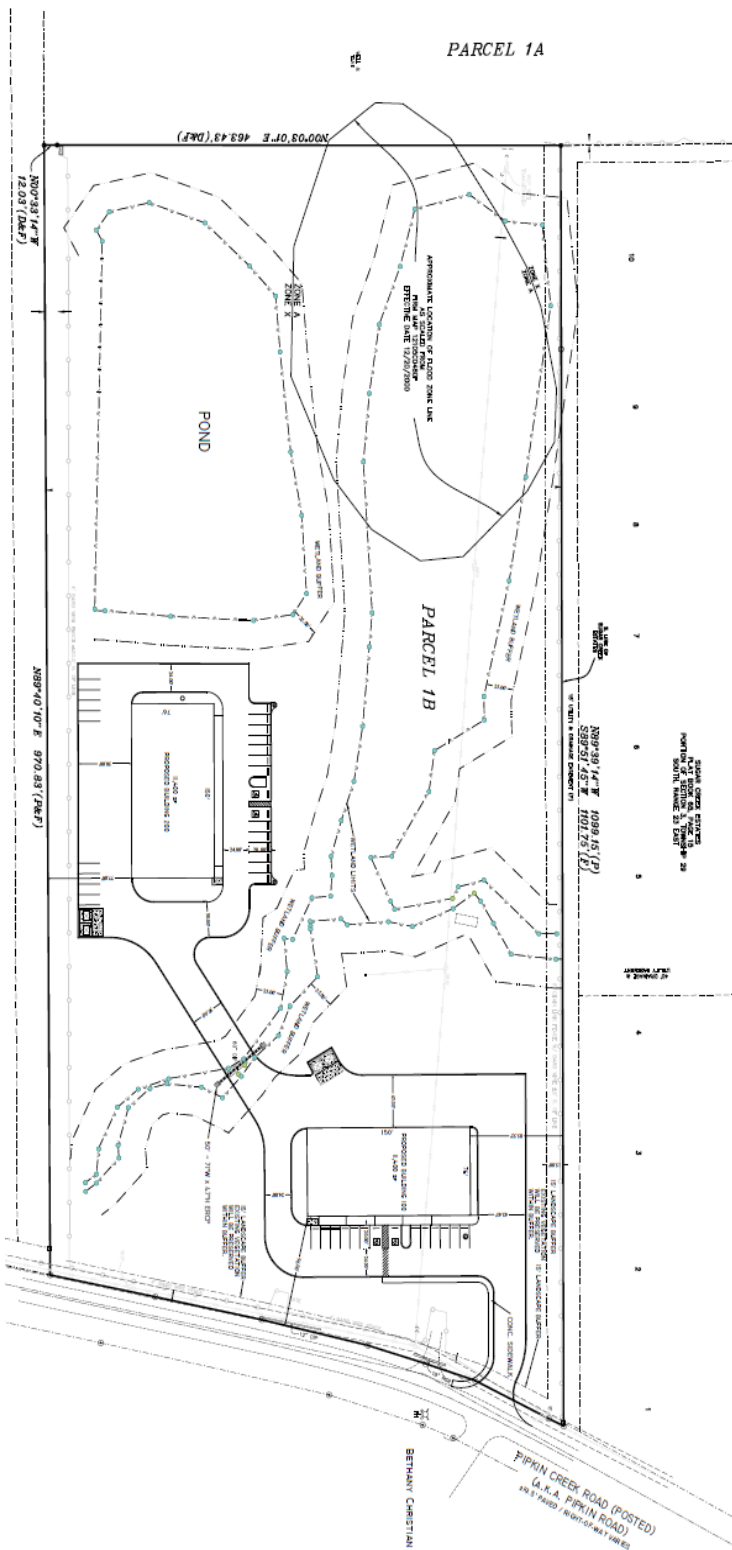
The applicable building requirements and setbacks are noted below. These setbacks are based upon City of Lakeland requirements.

The applicable building requirements and standards are noted below. These standards are based upon City of Lakeland requirements.

North 10461: 20 and 50 from religious district
North 10462: 20 and 50 from religious district
North 10463: 20 and 50 from religious district
West 10464: 30 and 65 from religious district
Minimum Lot Width: 100'
Minimum Lot Area: 43,560 sq. ft. 1 ac.
Maximum Lot Coverage: 50%
Maximum Building Height: 30' plus additional 1' for each additional 2' of setback, to a max of 90'
Additional note: within religious district to 70'.

5 ounces. Plus

1.1 Space per Employee x 18	= 25
Total	= 25

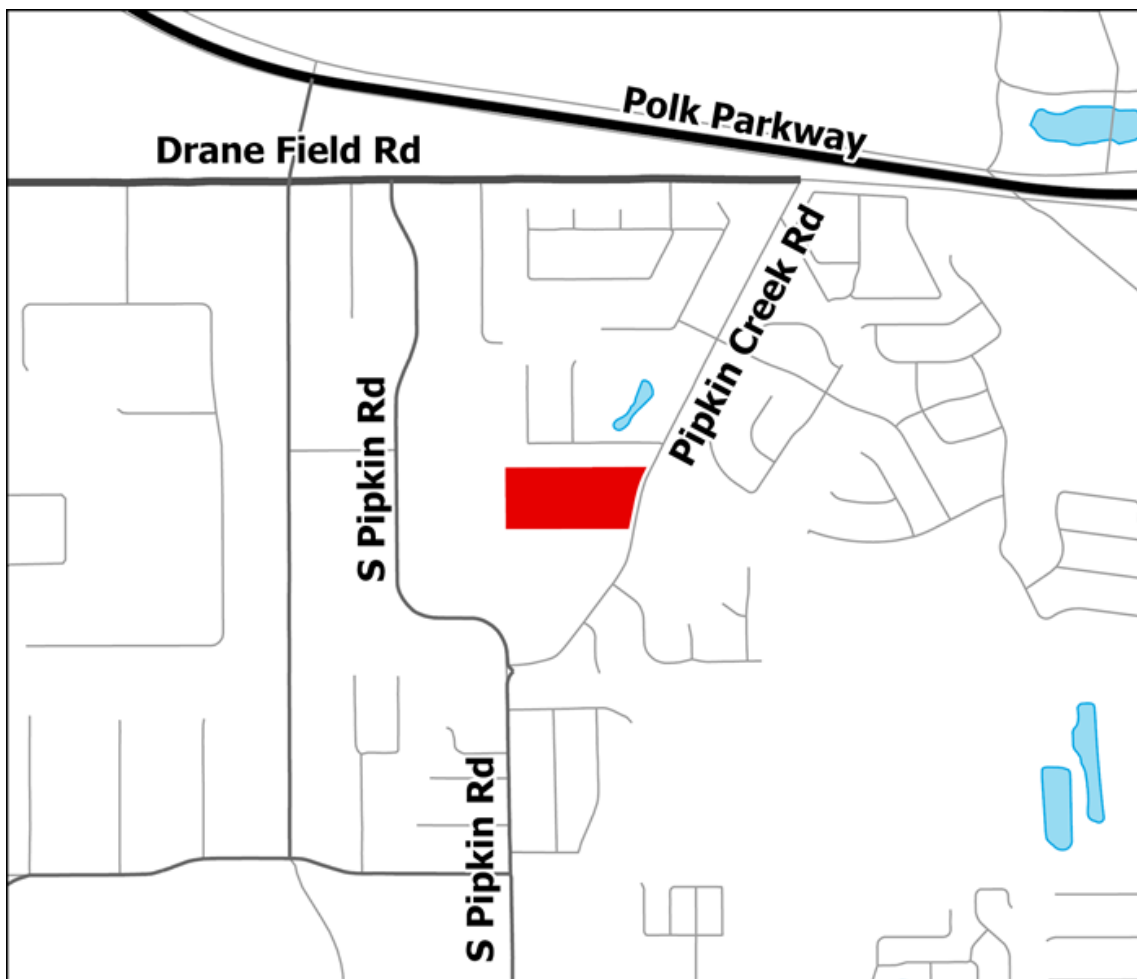


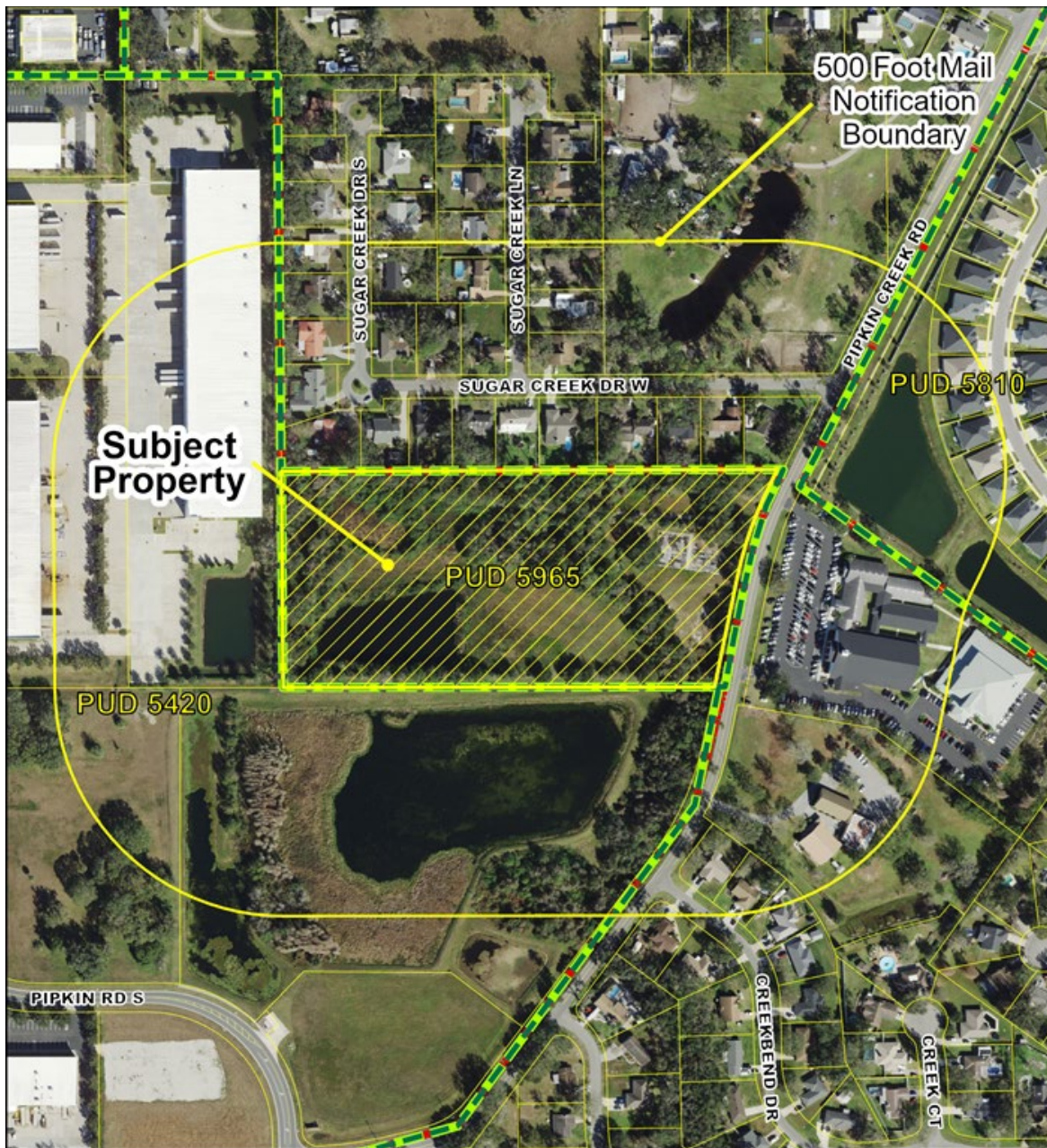


Planning and Zoning Board Recommendation

Date:	September 8, 2026	Reviewer:	Todd Vargo
Project No:	PUD26-013	Location:	4155 Pipkin Creek Road
Owners:	Parkway Partners I, LLC		
Applicant:	Timothy F. Campbell, Clark, Campbell, Lancaster, Workman & Airth, P.A.		
Current Zoning:	PUD (Planned Unit Development) 5965	Future Land Use:	Business Park (BP)
Context District:	Suburban Special Purpose		
P&Z Hearing:	July 21, 2026	P&Z Final Decision:	August 18, 2026
Request:	Major modification of PUD (Planned Unit Development) zoning to allow Wholesale Trade Uses, Level I, and Industrial-Type Service Establishments, Level I, not including Automobile Towing Services, in addition to the previously approved office uses on property located at 4155 Pipkin Creek Road.		

1.0 Location Maps





2.0 Background

2.1 Summary

Timothy F. Campbell, Clark, Campbell, Lancaster, Workman & Airth, P.A. requests a major modification of PUD (Planned Unit Development) zoning to allow Wholesale Trade Uses, Level I, and Industrial-Type Service Establishments, Level I, not including automobile towing services, as permitted uses in addition to the previously approved office entitlements on property located at 4155 Pipkin Creek Road. A map of the subject property is included as Attachment “B.”

2.2 Subject Property

The subject property, approximately 11.12 acres in area, was annexed into the City in 2022 and has a future land use designation of Business Park (BP) with a PUD (Planned Unit Development) zoning classification as specified by Ordinance 5965. The current PUD zoning classification allows for the development of a small office park with 22,800 sq. ft. of floor area.

The subject property is currently vacant and undeveloped but has a commercial site plan for development that was approved in November 2023 and has since expired due to the lack of any development activity. Adjacent land uses to the south and west, consist of Parkway Corporate Center, a light-industrial business park zoned for limited I-1 uses. To the north, the subject property abuts Sugar Creek Estates, a single-family residential subdivision located in unincorporated Polk County. To the east, across Pipkin Creek Road, the subject property abuts Heritage Baptist Church, a religious assembly use, which is also located in unincorporated Polk County.

Approximately 40% of the subject property consists of uplands suitable for development. The remainder is comprised of wooded jurisdictional wetlands and a stormwater retention area which was constructed to support Parkway Corporate Center to the west. No impacts to the wetlands or stormwater retention areas are proposed as part of the requested changes to the PUD zoning.

2.3 Project Background

The purpose of this request is to amend the PUD zoning to allow for certain I-1 light industrial uses in addition to the previously approved office entitlements to provide more flexibility in marketing the property to future tenants. The applicant is not proposing any changes to the site plan that was adopted as part of the PUD zoning. The adopted site plan, which depicts the location of building footprints, off-street parking areas, solid waste collection facilities, driveways, stormwater retention areas, and wetlands to be preserved, is included as Attachment “C.”

2.4 Existing Uses of Adjacent Properties

Boundary	Existing Land Use	FLUM	Zoning	Context
North	Low Density Residential	Polk County RS-Residential Suburban	NA	NA
South	Retention pond	BP	PUD5420	SSP
East	Heritage Baptist Church	Polk County RS-Residential Suburban	NA	NA
West	Industrial/Warehouse	BP	PUD5420	SSP

2.5 Attachments

Attachment A: Legal Description

Attachment B: Base Map of Subject Property

Attachment C: Site Plan

3.0 Discussion

The current PUD zoning allows for professional office uses, both medical and non-medical, as a transitional use compatible with the adjacent single-family residential and religious assembly uses to the north and east. Due to stagnant market demand locally for professional office space, the applicant is requesting approval for certain I-1 light industrial uses to allow the property to be marketed for small bay warehouse uses. A small bay warehouse is a marketing term for flexible industrial space, typically 10,000 sq. ft., used as light manufacturing, warehouse, and storage space contractors, distributors, and small businesses. Vehicle traffic is generally limited to employees and small commercial vehicles such as vans or box trucks which are used for services or delivery of products and materials.

For the subject property, the proposed small bay warehouse uses would be limited to light industrial-type services and wholesale trade uses. Because the Master Use List in Land Development Code does not have a definition for the term small bay warehouse, the closest fit would be the general use categories Industrial-type Service Establishments, Level I, and Wholesale Trade Uses, Level I.

Industrial-type Service Establishments, Level I, consist of uses which have a moderate impact on neighboring uses. Examples include special trade contractors, machine shops, industrial services for cleaning, maintenance or repair, storage lockers, and towing services. Except for towing services, which would be excluded, such uses would be compatible with adjacent uses provided that all activities occur indoors within existing buildings.

Wholesale Trade Uses, Level I, consists of wholesale trade-type establishments which generally have a moderate impact on adjacent uses. Examples include wholesale trade of apparel, durable goods, electrical goods, pharmaceutical products, furniture and home furnishings, paint supplies, paper products, professional and commercial equipment, toys and sporting goods, plastic materials,

hardware, plumbing and heating equipment, and tobacco products. Provided that all goods and materials are stored indoors, this general category of uses is appropriate and would be compatible with adjacent uses.

The adopted site plan, Attachment “C,” shows two single-story buildings sharing the same access point along Pipkin Creek Road, a roadway operated by Polk County. Each building will have 11,400 square feet of floor area and separate parking and solid waste collection facilities.

At the time of adoption of the PUD zoning in 2022, adjoining property owners within Sugar Creek Estates expressed concerns about the impact of the development on their neighborhood. To minimize impacts on adjacent residential uses, the conditions for approval require existing mature trees, which are in good health and not an invasive species, to be preserved and incorporated as part of the required landscape buffer adjacent to Sugar Creek Estates. A second condition for approval prohibits any outdoor storage of materials, equipment, or machinery. Both conditions will remain in effect. To minimize noise, odors and light impacts and limit heavy truck traffic to the site, staff is recommending additional conditions which will restrict the daily hours of operation from 7:00 AM – 9:00 PM and prohibit parking and storage of semi-trucks and semi-truck trailers on the site.

Prior to the public hearing by the Planning and Zoning Board on July 21, 2026, staff received 39 e-mails and letters opposing the major modification. While a majority expressed opposition to the request based on perceived impacts to the wetlands, additional concerns were expressed about additional traffic impacts, and impacts to wildlife including the loss of wildlife habitat. It is important to note that the applicant is not proposing any changes to the site plan that was adopted as part of the approval of the PUD zoning in 2022. The adopted site plan limits development to the already cleared upland portions of the site. The remainder of the site, including the existing jurisdictional wetlands and mature tree canopy to the north which will be preserved as a natural buffer, will not be impacted.

While allowing wholesale trade and industrial-type services uses may increase traffic to and from the site, the additional vehicle traffic will be limited to specialty trade contractor vans, trucks and trailers, and small box trucks used for deliveries. The adopted site plan, which is not intended for heavy truck operations, does not include any parking spaces that are designed to accommodate parking or storage of semi-tractor trucks or semi-trailers.

Because the commercial site plan that was approved in 2023 has expired, a new commercial site plan application is required before the project can move forward. As part of the commercial site plan review process, the applicant will also need to include a biological inventory which documents habitat types, species populations, biological interactions and other associated ecological factors to determine if any permitting by the Florida Fish and Wildlife Conservation Commission (FWC) or the U.S. Fish and Wildlife Service (USFWS) is required.

3.1 Transportation and Concurrency

The subject property fronts Pipkin Creek Road, which is maintained and operated by Polk County but is not tracked for concurrency purposes. The proposed “small bay warehousing” will generate between 83 and 226 Daily trips and between 11 and 44 P.M. Peak Hour (of Adjacent Street Traffic, 4 P.M. to 6 P.M.) trips, using rates and equations, respectively, published for Land Use Code 110 and 180 (General Light Industrial and Specialty Trade Contractor) in the Institute of Transportation Engineers’ *Trip Generation Manual* (12th Edition). This represents a decrease in trips from what was previously approved for the site. A Binding Concurrency Determination will be required at the time of site plan review and the driveway connection to Pipkin Creek Road shall be permitted through Polk County.

Lakeland Area Mass Transit District (LAMTD, doing business as the “Citrus Connection”) operates northbound fixed-route transit service on Pipkin Creek Road via its Red Line. During commercial site plan review and approval of SIT23-030, the owner submitted a petition to the LAMTD) Board of Directors requesting that the subject property be included in its boundaries within which a half-mill ad valorem tax is levied for transit services in the Lakeland area. As a result of that petition, the property was annexed into LAMTD on December 2, 2023, ratified by Ordinance No. 6011. Pipkin Creek Road is also a designated Proposed Pathways Corridor in the City Comprehensive Plan and is a Proposed Canopy Road in the Southwest Sector Plan approved by the City Commission on October 6, 2008, via Resolution No. 4720.

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.

4.0 Recommendation

4.1 Community & Economic Development Staff

The Community and Economic Development Staff reviewed this request and recommends approval of the major modification to the PUD (Planned Unit Development) zoning. Letters of notification were mailed to 48 property owners within 500 feet of the subject property. Prior to the public hearing before the Planning and Zoning Board on July 21, 2026, staff received one phone call asking for more information, and 39 e-mails or letters in opposition to the proposed major modification. However, most of those were opposed to impacting the wetlands and the approved site plan locates the structures on uplands. Between the public hearing on July 21st and the Planning and Zoning Board’s final decision on August 18th, 2026, an additional ten e-mails were received in opposition to the proposed major modification.

4.2 The Planning & Zoning Board

This recommendation was approved by a 5—0 vote of the Board.

It is recommended that the request for a major modification to PUD zoning as described above and in Attachments “A”, “B,” and “C” be approved subject to the following conditions.

Ordinance 5965, as amended.

- A. Permitted Uses: Office uses, medical and non-medical,
Wholesale Trade, Level I
Industrial-type Service Establishments, Level I, not including towing services
- B. Maximum Intensity of Use: 22,800 sq. ft. of ~~office uses~~ floor area
- C. Development Standards: In accordance I-2/Suburban Special Purpose context sub-district standards except that the maximum building height shall be limited to one-story.

- D. Site Development Plan: The site shall be developed in substantial accordance with the site development plan, Attachment "C." With the approval of the Director of Community and Economic Development, minor alterations may be made at the time of site plan review without requiring a modification to the PUD zoning.
- E. Landscaping and Buffering: In accordance with Section 4.5 of the Land Development Code except as follows.
1. Existing, mature trees located along the northern property boundary shall be protected and preserved as part of the required landscape buffer adjacent to Sugar Creek Estates.
 2. Existing, mature trees located along the site's Pipkin Creek Road frontage shall be preserved to maintain the character of this roadway.
 3. At the time of site plan review, the developer of the project shall work with Parks and Recreation to identify which trees will be set aside and preserved. Trees which are in poor health, an invasive species, or represent a hazard, shall not be subject to these requirements.
- F. Signage: In accordance with Section 4.9.4.3 of the Land Development Code.
- G. Outdoor Lighting: All outdoor lighting fixtures shall be of the "fully shielded" type such that the light emitting, distributing, reflecting, and refracting components of the light fixture (lamp, lens, reflective surfaces, etc.) shall not extend beyond the opaque housing of the fixture.
- H. Hours of Operation: Hours of operation shall be limited from 7:00 AM to 9:00 PM.
- ~~H.I.~~ Prohibited Uses:
1. Outdoor storage of equipment, materials or machinery.
 2. Parking or storage of semi-tractor trucks and semi-truck trailers
- J. Wildlife Protection: A biological inventory and environmental assessment, performed by a qualified professional, to determine areas harboring or supporting protected species on the site shall be submitted at the time of Commercial Site Plan Review. The location and extent of any protected habitat areas (including wetlands, protected species habitat, fisheries, conservation areas) shall be identified in the site development plans. Based upon completion of the biological inventory and environmental assessment establishing the extent to which protected species exist on the site, a special management program may be created in accordance with Sub-Section 6.4.3.7 (Required Protected Species Habitat Management) of the Land Development Code.
- ~~H.K.~~ Transportation:
1. Binding Concurrency Determinations shall be made at the time of site plan submittal.
 2. A sidewalk shall be constructed along the site's Pipkin Creek Road frontage. An Americans with Disabilities Act- (ADA-) compliant pedestrian route shall be constructed between the Pipkin Creek Road frontage sidewalk and principal building entrances.
 3. Prior to first site plan submittal, an annexation petition shall be submitted to the Lakeland Area Mass Transit District (LAMTD) for action by its Board of Directors.

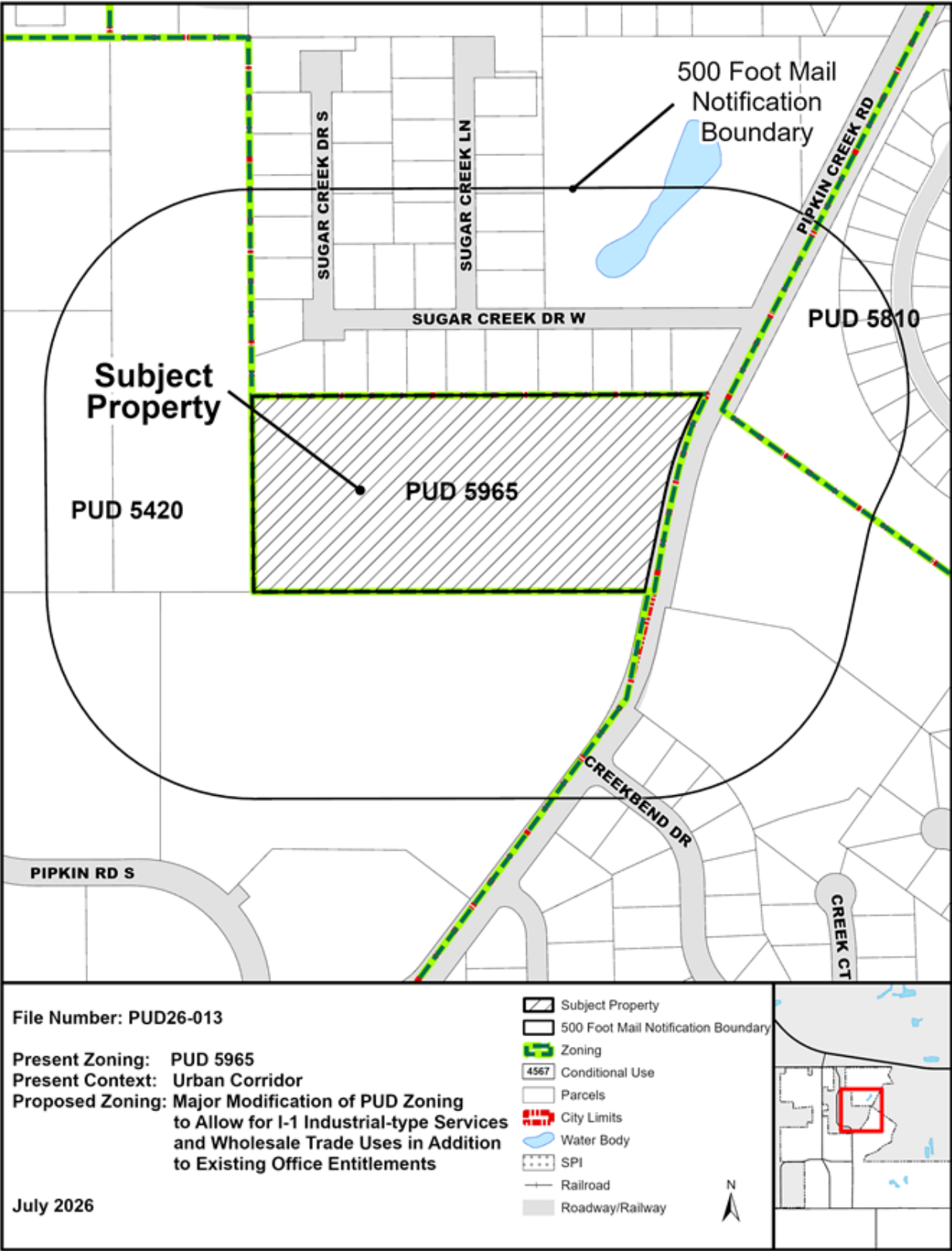
4. Due to the site's proximity to Lakeland Linder International Airport, an Avigation Easement Agreement shall be executed and recorded by the Polk County Clerk of Courts prior to site plan submittal.
5. Bicycle parking shall be provided in compliance with Section 4.11.6 of the Land Development Code and Index 900 of the City Engineering Standards Manual.

ATTACHMENT "A"

LEGAL DESCRIPTION:

The S 463.43 FT OF SE1/4 OF NE1/4 LYING W OF PIPKIN RD & N 12.03 FT OF NE1/4 OF SE1/4 LYING W OF PIPKIN RD LESS RIGHT-OF-WAY FOR PIPKIN CREEK ROAD

ATTACHMENT "B"



ATTACHMENT "C"



SITE DATA:

1. The proposed development shall be constructed in accordance with the requirements of City of Lakeland.
2. Owner/Developer: BETHANY CHRISTIAN, LLC
4005 S PIPKIN RD
Lakeland, FL 33811
3. Property Location Information
Address: Pipkin Creek Rd
Lakeland, FL 33811
Section 03, Township 25 South, Range 23 East, Polk County
Property Tax ID #: 23-25-03-00000-012010
4. Future Land Use: Business Park
Current Use: Vacant
Proposed Use: Commercial

5. Building Requirements and Setbacks:

The applicable building requirements and setbacks are noted below. These setbacks are based upon City of Lakeland requirements.

- North Side: 20' and 50' from residential district
- South Side: 20' and 50' from residential district
- East Side: 20' and 50' from residential district
- West Side: 30' and 65' from residential district
- Maximum Lot Area: 100'
- Minimum Lot Area: 43,560 sq. ft. (1 ac.)
- Maximum Building Height: 50' plus additional 1' for each additional 2' of setback, to a max of 80'

6. Parking Requirements:

- Parking Required:
5 Spaces, Plus
1.1 Spaces per Employee x 18
Total = 25
- Parking Provided:
25 Paved Spaces including
2 Paved Handicap spaces.

