

POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

DRC Date:	May 22, 2025	Level of Review:	Level 4 Review
PC Date:	August 6, 2025	Type:	LDC Text Amendment
BoCC Date:	September 2, 2025	Case Numbers:	LDCT-2025-12
	September 16, 2025	Case Name:	Mobile Home Sales Text Amendment
Applicant:	Annie Barnes	Case Planner:	Kyle Rogus

Request:	An applicant-initiated LDC Text Amendment to Chapter 4, Section 401.08, Table 401.08.01 Use Table for Southeast Polk Selected Area Plan, to add “Retail, Home Sales Offsite” as a permitted use in Industrial-X (IND-X) land use district.
DRC Recommendation:	Approval
Planning Commission Vote:	7-0 Approval

Summary:

This Land Development Code (LDC) text amendment is to allow “Retail, Home Sales Offsite” within the Industrial-X (IND-X) land use districts. Currently, “Retail, Home Sales Offsite” is a permitted use in the IND district per Chapter 2, Section 205, Table 2.1, however is not permitted in the IND-X district in the Southeast Polk Selected Area Plan. “Retail, Home Sales Offsite” is defined in Chapter 10 of the LDC as, “A facility where site built, mobile, manufactured, or modular homes are displayed and sold. The occupancy of homes for permanent or transient residential purposes is prohibited in these facilities.”

Polk County is comprised of eight (8) Selected Area Plans (SAP), five (5) of which identify the Industrial (IND-X) land use district and three (3) of which identify “Retail, Home Sales Offsite” within their use table. Facilities providing “Retail, Home Sales Offsite” within an IND-X land use district in the Southeast Polk Selected Area Plan will now require a Level 2 Review not subject to special conditions, but new sites will require Level 2 approval.

Relevant Sections, Policies, and/or Regulations to Consider:

Comprehensive Plan Section 2.113 Industrial
LDC Section 204 Standard Land Use Districts
LDC Section 205 Use Table for Standard Land Use Districts
LDC Section 401.08 Use Table for Use Table for SE Polk SAP
LDC Section 905 Level 2 Review

Findings of Fact

- *This is an applicant-initiated request for a Land Development Code (LDC) Text Amendment to Chapter 4, Section 401.08, Table 401.08.01 Use Table for Southeast Polk Selected Area Plan, to add “Retail, Home Sales Offsite” as a permitted use in Industrial-X (IND-X) land use district.*
- *“Retail, Home Sales Offsite” is defined in Chapter 10 of the LDC as, “A facility where site built, mobile, manufactured, or modular homes are displayed and sold. The occupancy of homes for permanent or transient residential purposes is prohibited in these facilities.”*
- *Chapter 2, Section 204.C6 states, “The purpose of the IND district is to provide areas for general manufacturing, processing, and distribution of goods. General commercial uses necessary to support the industrial area are also permitted.”*
- *Comprehensive Plan Policy 2.113-A1 states, “Industrial lands are characterized by facilities for the processing, fabrication, manufacturing, recycling, and distribution of goods, and may contain any use also found within a Business-Park Center. However, land use activities that operate externally to enclosed structures may be permitted within an Industrial Future Land Use designation. Industrial districts are also the appropriate location for land use activities that produce significant amount of noise, odor, vibration, dust, and lighting on and off-site that do not produce a physical product.”*
- *Polk County consists of 8 Selected Area Plans (SAP): Interstate 4 SAP; Ronald Reagan Parkway SAP; North US 27 SAP; US Highway 98 SAP; State Road 559 SAP; North Ridge SAP; The Brewster SAP; and, the Southeast Polk SAP.*
- *5 of the 8 Selected Area Plans identify the Industrial (IND) district: Interstate 4 SAP; Ronald Reagan Parkway SAP; US Highway 98 SAP; North Ridge SAP; and, the Southeast Polk SAP. Only 3 identify “Retail, Home Sales Offsite” within their designated use tables: US Highway 98 SAP; North Ridge SAP; and, the Southeast Polk SAP.*
- *Table 2.1 of the LDC outlines permissible uses within standard land use districts. Table 401.08.01 outlines the permissible and conditional uses for each land use district within the SE Polk Area Plan. Retail, Home Sales Offsite is a use in both tables*
- *Table 401.08.01 allows “Retail, Home Sales Offsite” within the following SE Polk SAP land use districts:*
 - *Rural Cluster Center (RCC-X) as a C3 Conditional Use (CU)*
 - *Commercial Enclave (CE-X) as a C3 CU*
 - *Linear Commercial Corridor (LCC-X) within a Village or VC-Core as a C2 CU*

- *Table 2.1 allows Retail, Home Sales Offsite within the following standard land use districts:*
 - *Commercial Enclave (CE) as a C3 CU*
 - *Linear Commercial Corridor (LCC) as a C2 CU*
 - *Regional Activity Center (RAC) as a C3 CU*
 - *High-Impact Commercial Center (HIC) as a P*
 - *Industrial (IND) as a P*
- *Comprehensive Plan Policy 2.113-A4 states, “Development within an Industrial area shall conform to the following criteria:*
 - a. Permitted uses include facilities for the processing, fabrication, manufacturing, recycling, bulk material storage, and distribution of goods, disposal yards, and limited retail commercial in accordance with Policy 2.113-A4.b. Other non-residential uses that produce significant amounts of noise, odor, vibration, dust, and lighting on and off-site may be permitted within an industrial district through conditional approval. Permitted uses also include any use found within a Business-Park Center.*
 - b. Retail commercial uses within an industrial area shall be sized for the purpose of serving just the employees of, and visitors to, the industrial area, and shall be limited to a scale appropriate for that purpose. The maximum floor area ratio for commercial uses within an industrial area shall not exceed 0.25.*
 - c. Industrial sites shall be designed to provide for:*
 - 1. adequate parking to meet the demands of the use; and*
 - 2. buffering where the effects of lighting, noise, odors, and other such factors would adversely affect adjacent land uses. Parking lots, loading areas, dumpsters, utilities and air conditioning units, signage, etc., are examples of facilities which may require special buffering provisions.*
 - d. The maximum floor area ratio for non-commercial uses within an Industrial area shall not exceed 0.75 in the TSDA, 0.65 in the UGA, 0.50 in the SDA, and 0.50 in the RDA, unless developed as a Planned Development.*
 - e. Retail sale of goods manufactured on the site of a business located within an Industrial area is allowed provided the operation is incidental and subordinate to the manufacturing activity conducted on site and does not exceed eight percent (8%) of the total floor area or 15,000 square feet, whichever is the lesser.*

- f. *Where centralized water or wastewater services are not available, the maximum impervious surface ratio shall be reduced to afford better protection and function of well and septic tank systems and as required if within a Nutrient Restoration Plan Overlay.*
- g. *Planned Developments within the Industrial district may be permitted a maximum floor area ratio up to 1.5 for innovative and attractive employment centers. Intensity increases shall be reserved for those uses that provide substantial economic income opportunities for the County and its residents. Intensity increases shall only be granted to parcels within the TSDA and UGA. The Land Development Code shall establish development standards and criteria for Planned Developments within the Industrial district.*
- h. *Industrial districts shall be separated from existing schools and developed residential areas through physical separation, screening, buffering, or a combination thereof, consistent with the standards in the County's Land Development Code.*
- i. *Workforce housing for unaccompanied workers in barrack, dormitory, or apartment units under specific design parameters listed in the Land Development Code not to exceed an intensity of thirty-two (32) workers per acre or the limitations established by the Department of Health for water and wastewater usage, whichever allowed intensity is the lesser.”*
- *According to Table 401.08.01 of the LDC, “Retail, Home Sales Offsite” is not a permitted use in IND land use districts inside or outside Village Centers and Village Center Cores.*

The Land Development Division, based on the information provided with the proposed text amendment application, finds that the proposed text change request is **CONSISTENT** with the Polk County Land Development Code and the Polk County Comprehensive Plan. Staff recommends **Approval of LDCT-2025-12**.

Analysis:

Outside the Southeast Polk Selected Area Plan, “Retail, Home Sales Offsite” is a permissible use within the standard Industrial (IND) land use district and aligns with the intent of the district, which is to “provide areas for general manufacturing, processing, and distribution of goods,” and where “general commercial uses [are] necessary to support the industrial area.” “Retail, Home Sales Offsite,” which is defined as “a facility where site built, mobile, manufactured, or modular homes are displayed and sold” directly correlates to the distribution of goods and supports manufacturing of such homes in industrial districts. “Retail, Home Sales Offsite,” is therefore an appropriate use and complimentary to the IND-X land use of the SE Polk Area Plan.

Additionally, the SE Polk SAP guiding principles “will not restrict property owners from seeking Comprehensive Plan map and/or text amendments in response to market conditions that may change over time.” The property owner, Easy Mobile Homes LLC, is looking to utilize approximately 1.44 acres within the IND land use district for “Retail, Home Sales Offsite.”

Over the years the County has approved numerous “Mobile Home, Individual” applications, specifically those located in residential subdivisions, as conditional Level 3 Reviews. The demand for mobile homes as affordable housing within the County became so abundant that the County approved Ordinance No. 2025-025 on May 6, 2025, to allow mobile homes by right in subdivision plats recorded prior to May 20, 1971. Moreover, by 2050 Polk County is expected to see an increase in population from 579,493 to 768,155. In just 25 years we are expecting to see 188,662 new residents in the unincorporated Polk County. With such an increase in population and affordable housing options comes an increase in demand for this type of use within the country.

Limits of the Proposed Ordinance

The effects of this amendment are restricted to “Retail, Home Sales Offsite” in IND-X districts in the Southeast Polk Selected Area Plan.

Consistency with the Comprehensive Plan & Land Development Code

The request is consistent with the Comprehensive Plan and the Land Development Code. No use is being proposed within a land use designation for which it was not intended. This is a policy change pertaining to the permitted uses in IND-X districts in the Southeast Polk Selected Area Plan.

Comments from Other Agencies: None

Draft Ordinance: Under separate attachment