

**POLK COUNTY
DEVELOPMENT REVIEW COMMITTEE
STAFF REPORT**

DRC Date:	July 27, 2023	Level of Review:	Level 4 Review
PC Date:	October 4, 2023	Type:	LDC Text Amendment
BoCC Date:	November 21, 2023	Case Numbers:	LDCT-2023-12
	December 5, 2023	Case Name:	PIX Self-Storage and Car Wash
Applicant:	Bart Allen	Case Planner:	Amy Little

Request:	This is an applicant-initiated request for a LDC text amendment to add the use “Car Wash, Full Service” as a “C3” conditional use in Professional Institutional-X (PIX) land use districts within Table 4.16, Use Table for the North Ridge Selected Area Plan (SAP) and to allow Self-Storage Facilities to be permitted through a Planned Development and to remove a requirement for outdoor storage courtyard requirements in the North Ridge SAP.
Location:	n/a
Property Owner:	n/a
Parcel Size (Number):	n/a
Development Area:	n/a
Nearest Municipality:	n/a
DRC Recommendation:	Approval
Planning Commission Vote:	Pending

Among the changes to Section 401.06 North Ridge Selected Area Plan

- Adding “Car Washes, Full Service” to Table 4.16, Use Table for North Ridge Selected Area Plan, as a “C3” conditional use in Professional Institutional-X (PIX) land use districts.
- Allowing Self-Storage Facilities within PIX districts with an approved Planned Development in the North Ridge SAP in Section 401.06.E.3.t.
- Removing courtyard requirements for outdoor storage within Self-Storage Facilities in Section 401.06.E.3.t.

Summary:

LDCT-2023-12 is an applicant-initiated request to add “Car Wash, Full Service” to Use Table 4.16 within the North Ridge SAP in Professional Institutional-X (PIX) land use district, to allow Self-Storage Facilities within PIX districts with a Planned Development, and to remove the requirement that outdoor storage be located within the courtyard of a Self-Storage Facility. Within the Land Development Code (LDC), there are three car wash uses. Incidental car washes are allowable uses within the entirety of the SAP and are “C2” uses within the ECX. These car washes differ from full-service car washes in that they are typically built in conjunction with gas stations and serve as an accessory use. Self-service car washes are those facilities providing stalls with water, soap,

wax, and other materials for cleaning vehicles by individuals. This type of car wash is usually not staffed and is not a use in the North Ridge SAP use table. Full-service car washes are usually their own entities, operating independently of other businesses. At this time, full-service car washes are “C2” conditional uses within the North Ridge SAP in ECX land use districts.

“Self-Storage Facility” uses are currently “C3” conditional uses within Use Table 4.16 in the North Ridge SAP. There are Modified Special Use Requirements within the North Ridge SAP limiting these facilities to no more than 10% of the total area of PIX. Market demands, however, have placed more pressure on permitting these uses near highly developed residential areas. Land Development staff has responded by working with applicants to craft policy that allows self-storage facilities in this area that are guided by performance standards which will help maintain consistency with the surrounding residential and non-residential atmosphere while adhering to the vision and goal of the SAP. Replacing the 10% limitation with the requirement for a Planned Development will allow staff to review each site for consistency with the LDC and Comprehensive Plan and, where warranted, add conditions of approval to address compatibility. There are established conditional use standards in both Sections 303 and 401.06 of the LDC that address these items, in addition to compatibility standards with surrounding residential land uses in Section 220 of the LDC. As such, the 10% restraint provides limitations to the highly desired urban growth pattern outlined in the Comprehensive Plan for this SAP.

Within the Modified Special Use Requirements in the North Ridge SAP, outdoor storage is required to be within the courtyard of facilities where the surrounding structure is enclosed or semi-enclosed usable space. The request removes the courtyard requirement for outdoor storage within self-storage facilities. Self-storage facilities designed with courtyards are becoming more of a rarity, and there are existing conditional use requirements in Section 303 of the LDC that require outdoor storage to be screened from offsite view, making the courtyard requirements redundant. Additionally, the requirement of a Planned Development for self-storage facilities in PIX or ECX allows staff to request additional buffering, should there be a concern with compatibility.

Staff recommends approval of this request. The PIX is a land use district designed to provide uses that are office-based and include professional services. However, uses can also be in support of office and professional uses, and market demand has dictated a need for car washes and self-storage facilities where high density residential is located. Full-service car washes and self-storage facility uses fit into this category and can be supported by the rapid residential growth in northeast Polk County.

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

Comprehensive Plan Section 2.131-Q: North Ridge Selected Area Plan
POLICY 2.131-C4.f: Professional Institutional-X
LDC Section 401.06: North Ridge Selected Area Plan
LDC Section 303: Criteria for Conditional Uses

Finding of Facts

1. *This is an applicant-initiated request for a LDC text amendment to add the use “Car Wash, Full Service” as a “C3” conditional use in Professional Institutional-X (PIX) land use districts within Table 4.16, Use Table for the North Ridge Selected Area Plan (SAP), to remove the 10% limitation for “Self-Storage Facilities” within PIX and add the requirement of a Planned Development for such uses, and to remove the courtyard requirement for outdoor storage for “Self-Storage Facilities” in the North Ridge SAP.*
2. *Chapter 10 of the LDC defines “Car Wash, Full Service” as, “Any facility providing complete car washing and cleaning services. Car washing is generally automatic, with the driver leaving the car during the washing procedure. Waxing and detailing may also be provided.”*
3. *Section 303 of the LDC establishes the conditional use criteria for “Car Wash, Full Service” uses:*

“In addition to the applicable district regulations in Table 2.2, the following standards shall apply:

 1. *The minimum distance from a car wash facility to any residentially designated property shall be 50 feet measured at the narrowest point between the property line of the residential property and either the stacking lane, car washing enclosure, or detailing area, whichever is closer. All car wash activities shall be screened from off-site residential view.*
 2. *Land use activities, containing a car wash, located adjacent to residentially designated properties shall, at a minimum, provide a landscaped buffer equal to a Type C buffer (see Section 720) between the entire property and adjacent residential areas.*
 3. *All car wash operations shall be required to connect to public or community sanitary sewer, a Car Wash Recycle System, or similar wastewater treatment system approved by the Florida Department of Environmental Protection or other applicable regulatory agency.*
 4. *All car wash operations shall be required to connect re-use water where and when it is available.”*
4. *Section 303 of the LDC establishes the conditional use criteria for “Self-Storage Facilities” uses:*

“In addition to all applicable regulations self-storage facilities shall comply with the following requirements:

- 1. Parking and travel aisle design shall be consistent with the following:*
 - a. One-way travel aisles shall include one ten foot parking/loading lane and one 15 foot travel lane. Traffic direction and parking/loading lanes shall be indicated by either pavement marking or signage.*
 - b. Two-way travel aisles shall include one ten-foot wide parking/loading lane and two 12-foot wide travel lanes.*
 - c. Aisles not serving storage spaces shall not be required to provide parking/loading lanes.*
- 2. Outdoor storage of cars, boats, or recreational vehicles, may be permitted as an accessory use to a self storage facility, except within the BPC-1 district. Storage of boats, RVs, and other large items may be permitted in an NAC provided all the following are met:*
 - a. The item shall be completely screened from off-site view.*
 - b. Storage of large items shall be prohibited within 50 feet of residential uses and residential districts.*
 - c. All storage shall be limited to a 15 foot maximum height.*
- 3. Plumbing shall not be extended to individual storage spaces.*
- 4. In addition to the regulations required above, self-storage facilities within an NAC shall comply with the following requirements:*
 - a. Self-storage facilities shall not exceed 50 percent of the gross land area within an NAC district.*
 - b. If outdoor lighting is proposed within a self-storage facility, it shall be attached on structure walls at a height no higher than the beginning of the roofline. Rooftop lighting is permitted in order to illuminate the structure is attached to but shall be limited to five feet in height above the roofline of the structure. All lighting shall also be directed downward and inward to reduce the potential for off-site impacts.*
 - c. Self-storage facilities shall not be permitted within 200 feet of an intersection consisting of collector or arterial roadways within an NAC.*
 - d. Unless located within a building, access doors to individual storage units shall be screened from off-site and public rights-of-way view by landscaped walls or opaque fences. These walls and fences shall be located no closer to the property lines than five feet and shall provide a minimum Type "A" Buffer.*
- 5. Self-storage facilities located within a CE district adjacent to existing residential or land use designated on the land use map residential shall comply with the following additional requirements:*
 - a. At a minimum, a Type "B" buffer shall be provided along all property lines adjacent to existing residential or designated residential.*
 - b. Hours of operation shall be limited to 7:00 a.m. to 8:00 p.m.*
 - c. Self-storage facilities shall not exceed height allowing any portion of the facility to be visible (in the line of site) above the buffer at maturity provided along all property lines adjacent to existing residential or designated residential.*
 - d. Self-storage facilities, to the best of ability, shall be designed to be architecturally compatible to all surrounding residential development.*

6. *When outdoor storage of Recreational Vehicles is be permitted as an accessory use to a Self-Storage Facility the following criteria shall be met:*
 - a. *All recreational vehicles stored on the property shall be in operable condition.*
 - b. *All recreational vehicles shall be stored in a designated outdoor storage area which does not interfere with traffic circulation.*
 - c. *The total square footage of the designated outdoor storage area shall not exceed 30 percent of the enclosed square footage of the development.*
 - d. *The designated outdoor storage area shall be internal to the project itself and screened by buildings, so that no portion of any recreational vehicle is visible from off-site.*
 - e. *Washing will be permitted in a designated area identified on the site plan.*
 - f. *The maintenance, or repair of recreational vehicles shall not be permitted in the Self-Storage Facility.”*

5. *Section 401.06 of the LDC details development standards within the North Ridge SAP. According to the LDC, “This Selected Area Plan (SAP) was adopted in the Polk County Comprehensive Plan to recognize the anticipated high level of urbanization during the next twenty years along the US 27 corridor between Haines City and Interstate 4 and along US 17/92 north of Haines City and south of CR 54. The districts and performance standards that follow implement the public/private initiatives outlined in the Plan. In order to achieve an efficient and highly desirable urban growth pattern, a balance of residential and non-residential uses is required, as well as a range of housing opportunities and short trips between housing, employment, and shopping including access management. The approach utilized in the SAP districts include the creation of traditional neighborhood villages and access management standards while preserving sensitive environmental resources.”*

6. *POLICY 2.131-C4.f of the Comprehensive Plan indicates, “The Professional Institutional land use district is intended to function as an Activity Center. The purpose and intent of the Professional Institutional Land Use District is to provide areas for the establishment of office uses and retail related support uses...it is intended to serve surrounding neighborhoods with professional, medical, financial, educational, legal, government, property management and other similar professional office uses.”*

7. *Within the North Ridge SAP, there are approximately 168.65 acres of PIX land use.*

8. *Self-storage facilities are defined in the LDC as, “A building or group of buildings that contain individual, compartmentalized and controlled separate storage spaces leased or rented on an individual basis and accessible to the lessees through individual doors (also known as mini warehouses).” Standards for self-storage facilities are found in LDC Section 303.*

9. *Section 401.06.E.3.t of the LDC provides the following additional requirements for “Self Storage Facilities” uses:*

“These facilities shall not be more than ten (10) percent of the total area of the EXC or PIX district. In addition, the individual storage spaces shall not be permitted to be accessed from the outside. All users shall access the individual rented storage space through a common access. Where the facility fronts the collector road, mixed use structures (e.g., office, personal service, commercial with the self-storage above or behind), are required. Outdoor storage will only be allowed within the courtyard of the facilities, where the surrounding structure is enclosed or semi-enclosed usable space (not just a wall). The courtyard area cannot be larger than ½ the area of the footprint of the building surrounding it. Each facade of the facility shall have an office or similar appearance.”

Based on the information provided by the applicant, recent site visits, and the analysis conducted within this staff report, the Development Review Committee (DRC) finds that the proposed request **IS COMPATIBLE** with the surrounding land uses and general character of the area and **IS CONSISTENT** with the Polk County Comprehensive Plan and Land Development Code, and therefore, the DRC recommends **APPROVAL of LDCT-2023-12**.

Analysis:

The Professional Institutional-X (PIX) land use district is an Activity Center, as defined by the Comprehensive Plan, that is intended to cater to professional establishments, medical offices, clinics, and similar institutions with a limited amount of retail that is intended to complement these uses. Constructing a full-service car wash is an extensive project requiring ample room for the automated washing facility, drive-thru and bypass lanes, as well as accessory parking for vacuuming and hand-detailing of vehicles. This use is generally more intense than an incidental car wash built in conjunction with a gas station that captures internal traffic and serves as an ancillary economic benefit to the sale of fuel. There is also concern about the economic viability of these facilities and what to do with the structures if a business leaves the site. These structures are not easily repurposed into other uses, which is a strong consideration when planning on where they should be sited. The Highway 27 Corridor is a prime location for a full-service car wash, attracting customers from surrounding subdivisions Ridgewood Lakes, Royal Ridge, Country Walk Estates, and Brentwood Townhomes.

Self-storage facilities do not fit neatly within the PIX land use district, either in function or design. These mini storage units tend to be land intensive but do not have a high intensity of use. Still, with thoughtful site design and conditional development standards they can be integrated into the community in a manner in which accommodates the intended uses within a PIX district. The North Ridge SAP is a portion of the County that has been designed for and developed with relatively high residential density. Single-family subdivisions here are characterized by lots that measure under a quarter of an acre. Many are approved for short-term rental or are seasonal homes for snowbirds. Quite a few serve both purposes, but each creates a demand for self-storage facilities.

In order to achieve an efficient and highly desirable urban growth pattern in the SAP, a balance of residential and non-residential uses is required, according to the LDC and Comprehensive Plan. In addition, the PIX land use district is tailored to suit a variety of commercial uses to complement and serve surrounding professional uses and residential development. Full-service car washes and self-storage facilities fit under this umbrella of uses.

Comparisons to other Jurisdictions:

Staff has reviewed the land development regulations for eleven Florida counties to determine what land use categories car washes are permitted (See Table 1, below). Polk County, for the most part, is one of the few that divides their car wash (incidental, full service, and self-service) uses according to their function. Eight of the surveyed counties did not specifically address car wash uses. This is not because these counties are bereft of such facilities; often, this use is categorized under general categories such as “retail” or “commercial.” Standards typically apply to all uses within these categories.

From the findings below, though, staff did identify three counties where car washes are permitted within zoning districts similar to Polk County’s PIX land use district. Hillsborough County specifically addresses a condition that car wash facilities shall be contained within a structure with a roof and two sides, which is not as restrictive as the standards the LDC has in place for car washes in Polk County.

Table 1

Jurisdiction <i>(code citation)</i>	Allowable Districts/Zones	Notable Standards
Alachua County	Not Addressed	Not Addressed
Brevard County	Not Addressed	Not Addressed
Duval , City of Jacksonville <i>Sec. 656.312; Sec. 656.313; Sec. 656.322; Sec. 656.323</i>	Community/General Commercial; Neighborhood Commercial; Light Industrial; Heavy Industrial	No Specific Conditions
Hardee	Not Addressed	Not Addressed
Highlands	Not Addressed	Not Addressed
Hillsborough County <i>LDC Sec. 6.11.121 LDC Sec. 2.02.02</i>	Brandon Town Center I & II; Commercial General; Commercial Intensive; Manufacturing; Commercial Neighborhood	In the Commercial Neighborhood district, car wash facilities shall be self-service/automated only and shall be contained within a structure with a roof and at least two sides.
Lake County <i>Sec. 22-4</i>	Not Addressed; Classified under “retail/commercial”	No Specific Conditions
Orange County	Not Addressed/Classified Under “Retail”	No Specific Conditions
Osceola County	Not Addressed	Not Addressed
Seminole County	Not Addressed	Not Addressed
Volusia County <i>Sec. 72-241</i>	General Commercial; Heavy Commercial; Highway Commercial; Mixed Use Village	No Specific Conditions

Through Municode, staff has reviewed the land development regulations for eleven Florida counties to determine what land use categories self-storage facilities are permitted (See Table 1, below). These are often referenced as “mini-warehouses” in other jurisdictions.

From these jurisdictions, staff noted five with zoning or land use districts similar to PIX. Four had notable architectural standards to help these facilities assimilate into residential areas.

Jurisdiction <i>(code citation)</i>	Allowable Districts/Zones <i>(Bold is Comparable to PIX)</i>	Notable Standards
Alachua County <i>Sec. 4.3</i>	CC, CI, Corporate Park , IG, Comm PD	The exterior facades of all structures shall receive uniform architectural treatment, including masonry, stucco and painting of surfaces. The colors selected shall be

Jurisdiction <i>(code citation)</i>	Allowable Districts/Zones <i>(Bold is Comparable to PIX)</i>	Notable Standards
		compatible with the character of the neighborhood.
Brevard County <i>Sec. 62-1837.5</i>	BU-1 – General Retail BU-2 – Retail/Warehousing	The site shall be designed so that no overhead doors are visible from any adjacent parcel zoned residential. Perimeter structures shall have trussed roofs. Perimeter walls shall be intended to mimic the style of a retail structure as opposed to a continuous, visually monotonous warehouse wall. Metal buildings are prohibited.
Duval, City of Jacksonville <i>Sec. 656.361.5.4</i>	Downtown District	For ground floor building façades that front public streets, at least 50 percent of street frontages shall be devoted as functional space for at least one primary use unrelated to, and not an accessory to, the self-storage facility. This includes professional and medical offices, commercial retail sales and services, eating and drinking establishments, and art galleries.
Hardee <i>3.16.03.05</i>	C-1, C-2, I-1, 1-2, Commercial/Industrial Business Center	No storage bay or unit in a mini-warehouse shall be used as a place of business by persons renting storage space. No mini-warehouse shall be used as a place of residence or as a storage location for hazardous materials.
Highlands	Information Not Found	No Specific Conditions Found
Hillsborough County <i>Sec. 6.11.60</i>	CG, CI, M, AP 2	Such facilities shall not be used for assembly, fabrication, processing, or repair.
Lake County	Not Addressed	No Specific Conditions Found
Orange County <i>Sec. 38-79</i>	C-1, C-2, C-3, Industrial Zones, Town Center, Village PD	No Specific Conditions Found
Osceola County <i>3.8.1</i>	Commercial Districts inc. Residential Professional Business	Building exteriors shall include architectural finishes. Building modulation shall be employed to break up long façades and create a visually unique project. Building façades visible from the public right-of-way shall have the appearance of an office and/or retail building.
Seminole County	Information Not Found	No Specific Conditions Found
Volusia County <i>72-293</i>	General Commercial, Heavy Commercial , Commercial Marina,	No garage sales shall be conducted. No servicing or repair of motor vehicles, watercraft, trailers, lawn mowers and other similar equipment shall be conducted on the premises.

Limits of the Proposed Ordinance

The scope of the amendment is limited to PIX land use districts within the North Ridge SAP, its use table and the site requirements for self-storage uses. The PIX district is +/- 169 acres of the approximate 17,708 acres in the SAP, which is approximately 1 percent of that area. Staff has determined there are established conditional use requirements that exist in the LDC to maintain the appropriate compatibility should the amendment be adopted. This amendment is adding the full service car wash use to the SAP, removing the 10% limitation for self-storage facilities within PIX and ECX land use districts with approval of a Planned Development and removing the courtyard requirement for self-storage units for outdoor storage, but further amendments will be required to analyze and potentially allow this use in other land use districts.

Consistency with the Comprehensive Plan & Land Development Code

The request is consistent with the Comprehensive Plan and the Land Development Code as noted before. The proposed use is consistent with the standards of both the subject Selected Area Plan and Future Land Use District. The establishment of full-service car wash use here is also consistent with the Land Development Code as this use is found elsewhere in PIX districts within Polk County. Elsewhere in PIX districts the option to gain approval through a Planned Development to exceed percentage of retail within the total PIX district area has been adopted, and this amendment brings the North Ridge SAP more in line with other SAPs.

Comments from Other Agencies: None

Draft Ordinance: Under separate attachment