



THE CITY OF KEY WEST  
PLANNING BOARD  
Staff Report

To: Chairman and Planning Board Members

Through: Katie P. Halloran, Planning Director

From: Daniel Sobczak, AICP-C, Planner I

Meeting Date: October 15<sup>th</sup>, 2020

Application: Text Amendment to the Land Development Regulations Code Amendment - 1900 North Roosevelt Boulevard (RE# 00051820-000000) and 1910 North Roosevelt Boulevard (RE# 00051840-000000) – A Resolution of the City of Key West Planning Board recommending an Ordinance to the City Commission amending Chapter 108 of the Land Development Regulations, Chapter 108 entitled “Planning and Development”, Article VII, entitled “Off-Street Parking and Loading”, Division 2 entitled “Regulations For Required Spaces”, to Section 108-572 to amend the schedule of off-street parking requirements by use, by adding an 18<sup>th</sup> use entitled Self-Storage with a minimum number of parking space, 1 space per 50 storage units, plus 1 space for employee parking pursuant to Sections 90-520 and 108-572, of the Land Development Regulations of the Code of Ordinances of the City of Key West, Florida.

Request: Request to amend the Land Development Regulations for the addition of an 18<sup>th</sup> parking requirement land use entitled Self-Storage in the off-street parking schedule to include requirements for one (1) off-street parking space per 50 storage units and one (1) additional employee parking space.

Applicant: StorCon Development LLC, through Smith/Hawks

Background:

The applicant has proposed a major development plan and conditional use for the redevelopment of a 53,000 sqft, more or less, property on the corner of N. Roosevelt Blvd and First Street: including the properties located at 1900-1910 N. Roosevelt Blvd. The applicant proposes to join the two properties located at 1900 N. Roosevelt and 1910 N. Roosevelt Blvd. through a Unity of Title. The applicant proposes to demolish the Sunshine Scooter structure and all accessory structures at 1910 N. Roosevelt to create a 40,000 sqft self-storage facility. The applicant proposes to leave all structures and uses as-is at 1900 N. Roosevelt. In order to move forward with the applicant’s development plan as currently designed, the proposed amendment must move forward. The Planning Board is hearing the proposed text amendment to the Land Development Regulations “LDRs” in order for the city to more accurately represent the parking needs for self-storage facilities. If the proposed application is approved, the applicants total required off-street parking needs would be thirteen (13) spaces, the applicant has applied to construct thirteen (13) spaces. If the proposed amendment is not approved the applicant would need to construct the current standard for *warehousing* uses which would equate to seventy-seven (77) required off-street spaces,

which equates to the entirety of the Shell gas station property as well as portions of the self-storage property being paved exclusively for parking.

The proposed development is in the General Commercial zoning district and is generally located along the North Roosevelt Corridor. Properties within this zoning district service the general commercial needs of residents and tourists which are not fulfilled in the historic area mixed use districts. Single-family, duplex and multiple-family residential activities may be accommodated if approved as a conditional use. The General Commercial zoning district is comprised of a western section from Jose Marti Blvd to Seventh Street with a 30-foot height restriction and the eastern section that encompasses the rest of the district east of Seventh Street with a 40-foot height restriction. The western section is comprised of narrow commercial parcels that directly abut single-family and multi-family parcels. The code states that height restrictions are intended to ensure a more effective land use transition from adjacent and nearby single-family neighborhoods in this district. The applicant's project is located within the western portion of the CG district with the lower height allowance.

### Map of General Commercial (CG) zoning district, 2020



The applicant's proposed amendment is to Section 108-572 of the LDRs for the creation of a new use in the City's schedule of off-street parking requirements. The applicant proposes to create an 18th use in the chart entitled Self-Storage in conjunction with their redevelopment of a 53,000 sqft, more or less, parcel on the corner of 1900 N. Roosevelt. The new parking requirement for the self-storage use would be one (1) parking space per fifty (50) storage units, as well as one (1) additional space for employee parking.

Self-storage facilities are used in different ways amongst different groups of the population. Some clients may use the facilities to store excess goods, seasonal items, and items that are not needed regularly. Other clients use these facilities as storage for their industrial equipment, their work tools and materials, and may require to use these facilities on a daily basis to pick up and drop off materials, tools,

etc. The proposed alteration of the off-street parking table of one (1) parking space per 50 storage units may be sufficient for the group of people who use these spaces sparingly. It is unclear what the parking need would be if this facility is used by clients that require accessing their storage units daily. The applicant is proposed 526 storage units at the proposed self-storage facility. The applicant has not submitted floor plans for the proposed self-storage facility.

Currently, there are four single structure self-contained storage facilities on Key West: *Old Town Storage*, *Key West Mini Storage*, *AC Storage Systems Inc*, and *Midgard Self Storage*. The average size of these four structures is around 30,000 sq.ft. which is about 10,000 sq.ft. smaller than the applicant’s proposed facility. *Henson Self-Storage of Key West*, *Suncrest Mini Self Storage*, *Keys Mini Self Storage*, and *Storage Mart* were not factored in, as they are not single structure self-contained storage facilities.

In addition to this text amendment to the LDRs, the applicant has also submitted variances to: maximum allowed height, maximum allowed building coverage, maximum allowed impervious surface ratio, minimum required open space, and a landscape waiver

**Proposed Text Amendment:**

The proposed text amendment(s) to the LDRs is as follows\*, the additions are underlined, and the removals are crossed through:

**Sec. 108-572. - Schedule of off-street parking requirements by use generally.**

|     |  | Minimum Number of Parking Spaces Required For:  |  |
|-----|--|---|--|
| Use |  | Motorized Vehicles  | Bicycle as % of motor vehicles   |
| (1) | Single-family  | 1 space per dwelling unit   | None   |
| (2) | Multiple family:   |   |  |
|     | a. Within historic district  | 1 space per dwelling unit   | 10%  |
|     | b. Outside historic district   | 2 spaces per dwelling unit  | 10%  |
| (3) | Churches; public or private schools, libraries, or museums; public buildings; public or private auditoriums, community centers, theaters, facilities for spectator sports, trade institutions, transit facilities and other places of assembly | 1 space per 5 seats or 1 space per 150 square feet of floor area in the main assembly hall, whichever is greater  | 10%, except libraries: 20%; public/private recreation, community centers, and city parking structures: 35% |
| (4) | Dormitories or single-room occupancy (SRO), rooming houses and/or boardinghouses   | 1 space for every 2 beds  | 35%  |
| (5) | Day care centers, kindergartens, nursery schools and other preschool facilities  | 1 space per employee, with a minimum of 2 employee spaces, plus 5 spaces; or 1 space per employee plus 1 space for every 2 children enrolled; or 1 space for each 300 square feet of building areas, whichever is greater | 10%  |

|      |  |   |            |
|------|--|---|------------|
| (6)  | Marinas and offshore activities  | 1 space per liveaboard boat, plus 1 space per 4 pleasure boats stored on site, plus 1 space per 3 passengers based on the total capacity of commercially licensed vessels. The planning board may require additional parking spaces for dry storage slips. For offshore structures: 2 spaces, plus 1 space per 3 passengers based on the cumulative total capacity of motorized watercraft and other seating associated with the permitted activities. No additional off-street parking shall be required for offshore activities operating as an accessory use to an approved principal upland shoreline use | 25%        |
| (7)  | Motels, hotels and other transient lodging facilities  | 1 space per lodging unit plus 1 space for the owner or manager  | 35%        |
| (8)  | Private clubs and lodges   | 1 space per 5 seats or 1 space per 150 square feet within the main assembly area  | 10%        |
| (9)  | Restaurants, bars and lounges  | 1 space per 45 square feet of serving and/or consumption area   | 25%        |
| (10) | Scooter, moped, etc., bicycle rental   | 1 space per 3 scooters, mopeds, etc., and bicycle rentals based on licensed capacity; or 1 space per 200 square feet of gross floor area, whichever is greater  | 10%        |
| (11) | Hospitals  | 1 space for each 4 beds, plus 1 space for every employee, excluding doctors, on the largest shift, plus 1 space for each doctor   | 10%        |
| (12) | Nursing or convalescent homes  | 1 space for each 4 beds   | 10%        |
| (13) | Doctors' and dentists' offices or clinics  | 5 spaces per each doctor or dentist   | 10%        |
| (14) | Funeral homes  | 1 space for each 8 seats of chapel capacity, plus 1 space for every 2 employees, plus sufficient parking area to accommodate each hearse  | 10%        |
| (15) | Banks, public administration offices, office buildings and professional offices other than doctors' or dentists' offices | 1 space per 300 square feet of gross floor area   | 25%        |
| (16) | Retail stores and service establishments   | 1 space per 300 square feet of gross floor area   | 25%        |
| (17) | Warehousing or manufacturing   | 1 space per 600 square feet of gross floor space  | 10%        |
| (18) | <u>Self-Storage*</u>   | <u>1 space per 50 storage units, plus 1 space for employee parking*</u>   | <u>10%</u> |

\*Self-storage facilities utilized as storage for daily used materials or work equipment shall use the warehousing or manufacturing land-use classification.

**Land Development Regulations Text Amendment Process:**

Planning Board:

October 15<sup>th</sup>, 2020

City Commission (first reading): TBA  
City Commission (second reading): TBA  
Local Appeal Period: 30 days  
Render to DEO: 10 working days  
DEO Notice of Intent (NOI)  
Effective when NOI posted to DEO website

**Analysis:**

The purpose of Chapter 90, Article VI, Division 2 of the Land Development Regulations (the “LDRs”) of the Code of Ordinances (the “Code”) of the City of Key West, Florida (the “City”) is to provide a means for changing the text of the Land Development Regulations. It is not intended to relieve particular hardships nor to confer special privileges or rights on any person, but only to make necessary adjustments in light of changed conditions. In determining whether to grant a requested amendment, the City Commission shall consider, in addition to the factors set forth in this subdivision, the consistency of the proposed amendment with the intent of the Comprehensive Plan.

Pursuant to Code Section 90-552 the Planning Board, regardless of the source of the proposed change in the LDRs, shall hold a public hearing thereon with due public notice. The Planning Board shall consider recommendations of the City Planner, City Attorney, Building Official and other information submitted at the scheduled public hearing. The Planning Board shall transmit a written report and recommendation concerning the proposed change in the LDRs to the City Commission for official action.

Criteria for Approving Amendments to the Comprehensive Plan pursuant to Code Section 90-555. In evaluating proposed changes to the Comprehensive Plan, the City shall consider the following criteria:

- (1) Consistency with plan. Whether the proposal is consistent with the comprehensive plan, including the adopted infrastructure minimum levels of service standards and the concurrency management program.

**a. Consistency with the Comprehensive Plan:**

The City’s Comprehensive Plan was developed in response to the requirements of the Local Government Comprehensive Planning and Land Development Regulation Act (Chapter 163, Part II, Florida Statutes). The Plan and its updates are consistent with the State, Regional and County plans; and serves as the basis for all land development decisions within the City of Key West. In addition to fulfilling legislative requirements, the City’s Plan: protects and maintains its natural, historic and cultural resources; preserves its community character and quality of life; ensures public safety, and; directs development and redevelopment in an appropriate manner.

The proposed text amendment to the off-street parking table would be consistent with the Comprehensive Plan. Chapter 2 of the Comprehensive Plan, *Transportation Element*, stipulates the current and future goals and objectives for transportation for the City. Policy 2-1.6.3: *Transportation Site Plan Review Criteria*, aims to manage issues surrounding trip generation by minimizing pedestrian and vehicular conflict, off-street parking, and providing safe maneuverability.

The applicant’s proposed LDR text amendment to the off-street parking table will more accurately convey the parking needs for self-storage facilities and decrease the parking

requirements for these facilities. The proposed amendment will reduce off-street parking which may induce a lower demand for drivers at the property and minimize conflict between bicyclists, pedestrians, and drivers at the property.

- b. **Minimum Levels of Service Standards and the Concurrency Management Program:**  
The proposed text amendment would be consistent with the adopted infrastructure minimum level of service (LOS) standards and the concurrency management program.

- (2) Conformance with Ordinances. Whether the proposal is in conformance with all applicable requirements of the Code of Ordinances.

The proposal is in conformance with all applicable requirements of the Code of Ordinances

- (3) Changed conditions. Whether, and the extent to which, land use and development conditions have changed since the effective date of the existing regulations, and whether such changes support or work against the proposed rezoning.

The existing LDRs were adopted on July 3, 1997 through Ordinance No. 97-10 following adoption of the 1994 Comprehensive Plan. Over the years, the Comprehensive Plan and LDRs have been amended from time-to-time. A new Comprehensive Plan was adopted on March 5, 2013 and became effective on May 2, 2013.

The current parking conditions in the City's Code runs parallel, with some deviations, to the City's 1985 Zoning Ordinances, and the City's 1969 Zoning Ordinances. Our parking regulations have remained inherently the same throughout the last fifty years, while updated polices, research, and studies show that our parking and driving habits have dramatically shifted. It is now clear that creating an abundance of parking induces demand for parking, the more spaces there are to park, the more people will drive to reach them. A shift to less parking is not only good public policy, but a better use of high value, scarce land, and may lower unsafe interactions between cyclists, pedestrians, and drivers.

The proposed ordinance to amend the City's Land Development Regulations is a component of the applicant's proposed major redevelopment project involving the redevelopment of a 53,000 sqft., more or less, parcel located at 1900-1910 N. Roosevelt. Self-storage facilities are classified as a light industrial land use and are permitted uses in the CG zoning district. The proposed text amendment will allow the applicant to comply with off-street parking regulations without fully complying with the *warehousing* off-street parking requirement. The off-street parking table has been adjusted several times since the ratification of the off-street parking chapter in 1997. Changes in the off-street parking table are appropriate to maintain relevance and accuracy as multi-modal transportation expands and driving habits in the City and across urban areas are declining. Plans, policy, and goals to strengthen and reinforce multi-modal transportation and safety can be found in the City's Transportation Development Plan and the City's Bicycle and Pedestrian Master Plan.

- (4) Land use compatibility. Whether, and the extent to which, the proposal would result in any incompatible land uses, considering the type and location of uses involved.



Potential land use incompatibilities are unlikely to develop from the proposed change in off-street parking requirements. Self-storage facilities are used in different ways amongst different groups of the population. Some clients may use the facilities to store excess goods, seasonal items, and items that are not needed regularly. Other clients use these facilities as storage for their industrial equipment, their work tools and materials, and may require using these facilities on a daily basis to pick up and drop off materials, tools, etc. The proposed alteration of the off-street parking table of one (1) parking space per 50 storage units may be sufficient for the group of people who use these spaces sparingly. It is unclear how the parking will be used if this facility is used by clients that require accessing their storage units daily. The applicant has proposed 526 storage units at the proposed self-storage facility and will be required thirteen (13) off-street parking spaces. If the majority of clients at the proposed storage facility are clients who use these units sparingly, the Department can recommend approval of the off-street parking table amendment. If the majority of the clients at the proposed storage facility are clients who use these units daily to store work equipment, supplies, building materials, etc. the department would not be able to recommend approval of the off-street parking table amendment.

- (5) Adequate public facilities. Whether, and the extent to which, the proposal would result in demands on public facilities and services, exceeding the capacity of such facilities and services, existing or programmed, including transportation, water and wastewater services, solid waste disposal, drainage, recreation, education, emergency services, and similar necessary facilities and services.

The General Commercial zoning district is built out, few properties lay vacant, however many are underused. Underused properties that include low intensity, single-use commercial development and grey-areas (underused paved space) cover much of the CG zoning district. The intent of the General Commercial zoning district is to spur development and redevelopment of mixed-use properties that include a variety of uses include commercial, residential, and public facilities. The amendment to reduce parking for self-storage facilities may facilitate development while allowing less area on the proposed property to be paved.

- (6) Natural environment. Whether, and to the extent to which, the proposal would result in adverse impacts on the natural environment, including consideration of wetlands protection, preservation of groundwater aquifer, wildlife habitats, and vegetative communities.

The proposal to decrease the off-street parking requirements will have a beneficial impact on the natural environment. The current City Code's off-street parking table is based off parking requirements that are remnants from the 1969 City of Key West Land Development Regulations and the 1985 City of Key West Land Development Regulations. If the applicant was to use the parking requirements per the current city code, the applicant would need seventy-seven (77) off-street parking spaces, which equates to about 23,300 square feet of paved parking, roughly half the size of the proposed unified parcel. The parking requirement of 23,300 square feet of off-street spaces would be a significant amount of space for pervious surfaces, plantings, vegetative flora, wildlife habitats, etc. The current parking requirements would also not allow the applicant to fully comply with city code including; landscaping, buffering, drainage, and screening requirements. The City determines that the amendment to the

off-street parking table will allow less parking to be constructed on the site and will allow the applicant to conserve more green space.

- (7) Economic effects. Whether, and the extent to which, the proposal would adversely affect the property values in the area or the general welfare.

The proposal may garner both potential beneficial effects on the surrounding property values and general welfare. The proposed comprehensive text amendment change may spur redevelopment in properties that allow *light industrial* uses. Future development, if mitigated with proper landscaping, buffering, and setbacks, may also bring redevelopment to underused parcels, which may increase surrounding property values and give surrounding property owners an alternative place to live, work, and play.

The 10<sup>th</sup> Edition of the ITE Trip Generation Manual, was created by using multiple surveys, parking studies, and transportation research by the Institute of Transportation Engineers (ITE). The ITE have produced generalized trip generation reports for self-storage facilities located in an urban/suburban setting. The ITE Manual shows an average trip generation either per 1,000 sq.ft. of gross floor area (GFA), or per 100 storage units. Trip generation includes both entering the facility and leaving the facility. The ITE Manual shows an average trip generation of 17.96 trips per 100 storage units spread out throughout the day, or about 94 trips per day for the proposed self-storage facility. Conversely, the ITE Manual also shows an average trip generation of 1.78 trips per 1,000 sq.ft. gfa., which equates to about 71 trips per day for the proposed self-storage facility. The applicant has other urban self-storage facilities in Florida with access hours of 6am-10pm, this equates to access for 16 hours of the day or an average trip generation per hour of 5 trips.

- (8) Orderly development. Whether the proposal would result in an orderly and compatible land use pattern. Any negative effects on such pattern shall be identified.

The applicant's proposal to amend the off-street parking schedule is unlikely to result in any significant change in orderly and compatible land use. The reduction of required off-street parking will allow the applicant to use more space on the lot as landscaped areas for buffering and screening. The reduction of required parking may also allow self-storage facility sites to conserve land area that would have been needed for parking to instead mitigate adverse impacts to neighboring properties and corridors through berms, landscaping, and/or pathways.

- (9) Public interest; enabling act. Whether the proposal would be in conflict with the public interest, and whether it is in harmony with the purpose and interest of the land development regulations in this subpart B and the enabling legislation.

The proposed text amendment may promote the public interest by spurring redevelopment of this parcel and other self-storage facilities. The comprehensive plan states that the city has an objective to encourage redevelopment of commercial properties along the North Roosevelt Boulevard corridor. It is within the public's interest to redevelop this area to become a safer, walkable, greener corridor that has mixed-use development and incorporates affordable housing, the decrease in required off-street parking may encourage this safer, greener redevelopment.



The proposed text amendments are neither in direct contradiction nor in harmony with the intent of the General Commercial zoning district as stated in the Land Development Regulations. The amendment to the off-street parking table would allow the applicant to construct less parking on the site and allow the applicant to increase their landscaping, screening and buffering which could mitigate the proposed increased size and scale of the self-storage structure to an extent.

(10) Other matters. Other matters which the planning board and the city commission may deem appropriate.

There are no other matters at this time.

#### RECOMMENDATION:

The City's Land Development Regulations off-street parking schedule has been in effect since the 1950s with small alterations across the different iterations of the City Code. The Planning field has done significant research on the subject, recommending a decrease in off-street parking requirements in municipalities for the past forty years. Numerous trends also show there has been a significant decrease in our parking and driving habits in the past decade. Reduction of off-street parking requirements is not only good planning practice but makes both economic and environmental sense for the applicant and the island. The proposed text amendment would allow the applicant to reduce their required off-street parking from seventy-seven (77) spaces to thirteen (13) spaces, a decrease of about 20,000 square feet in paved parking surfaces. It is the applicant's intent to use some of this 20,000 sq.ft. to incorporate an increased amount of landscaping, buffering, screening, and water retention, as well as expanding the footprint of the self-storage facility.

The Planning Department, based on the criteria established by the Comprehensive Plan and the Land Development Regulations, recommends to the Planning Board that the request to amend the Land Development Regulations, Chapter 108 entitled "Planning and Development", Article VII, entitled "Off-Street Parking and Loading", Division 2 entitled "Regulations For Required Spaces", to Section 108-572 be **approved**.