



DEVELOPMENT SERVICES

BUILDING | HISTORIC PRESERVATION | PLANNING & ZONING

PLANNING AND ZONING BOARD STAFF REPORT

Light Industrial (LI) Zoning District Principal and Conditional Uses

Meeting	File No.	Application Type
October 20, 2025	PZ-000050-2025	Amendment to the Land Development Regulations
Applicant	Property Owner	Authorized Agent
Wallace Drive, LLC	Not applicable.	Jeff Costello, AICP JC Planning Solutions

Request

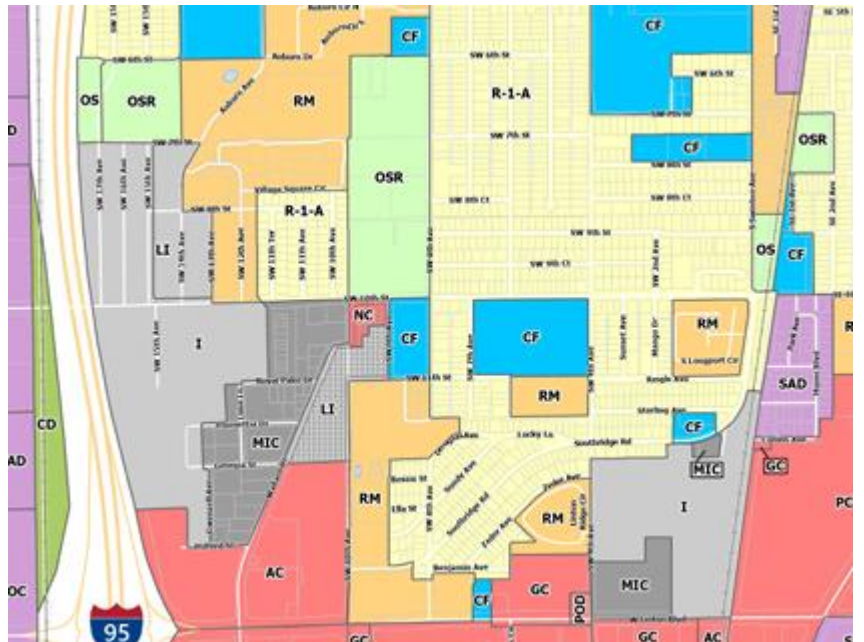
Provide a recommendation to the City Commission on Ordinance No. 27-25, a privately-initiated amendment to the Land Development Regulations (LDR), amending Section 4.4.26, "Light Industrial (LI) Zone District," Subsection (B) to add service industry uses as a Principal Use and Subsection (D) to add Gun Range (Indoor) as a conditional use; amending Section 4.3.3, "Special Requirements for Specific Uses," Subsection (KK), "Reserved", to adopt regulations governing "Gun Range (Indoor)"; and amending Appendix A, "Definitions," to adopt a definition of Gun Range (Indoor).

Background Information

On April 8, 2025, the applicant requested City Commission sponsorship of an amendment to the Light Industrial (LI) zoning district use regulations in the LDR, pursuant to LDR Section 1.1.6 and Section 2.4.7(A)(2). The applicant proposed to amend the principal use regulations to allow service industry uses in LI zoning. Commission agreed to sponsor the amendment.

LI zoned properties are located in a confined area west of Old Dixie Highway, north of Linton Boulevard, east of I-95, and south of SW 7th Street (map at right). LDR Section 4.4.26(A) describes the purpose and intent of the LI zoning district:

The Light Industrial (LI) District provides an opportunity to site, develop, and maintain high quality industrial land uses outside of an industrial park setting. It also allows certain industrial land uses to be located in areas which are considered to be environmentally or aesthetically sensitive. This District is appropriate in such areas due, in part, to the development standards, which are more strict than those found in the "I" and "MIC" Districts. While the LI District has flexibility in its application, it is not to be applied to small lots or other circumstances which would lead to non-conforming site development.

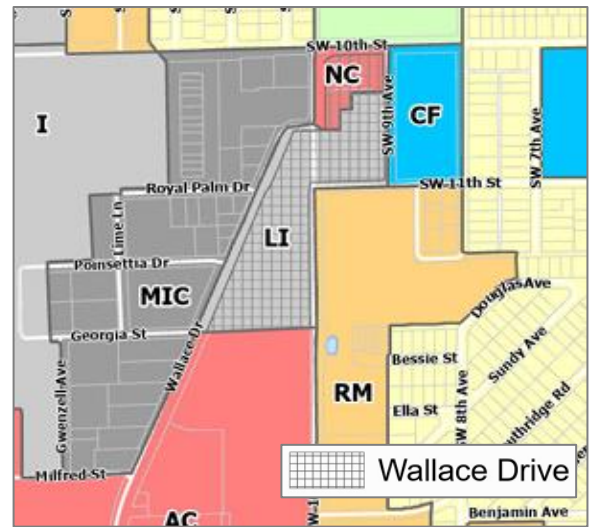


The district is further regulated by the Wallace Drive Overlay District (map below). The overlay district was created to address the unique needs of properties that were annexed into the City as part of the Enclave Act in 1988. The area developed under the County's jurisdiction, and there was a mixture of incompatible land uses and inadequate public infrastructure. The Wallace Drive Redevelopment Plan was adopted in 2004, and further amended in 2012. Its main purpose was to provide strategies to revitalize the area and facilitate

further economic development by creating the framework for the future redevelopment of the area. The 2012 plan update acknowledged that market conditions created challenges for the redevelopment of the area with light industrial uses:

Shortly after the adoption of the Plan in 2004, significant changes occurred in market conditions, which have stalled the potential for the redevelopment of the area east of Wallace Drive/SW 10th Avenue for light industrial uses. The result of the economic downturn has diminished the potential to attract tenants and has made it difficult to obtain financing for redevelopment of light industrial projects. Approved light industrial projects have required numerous site plan extensions over the 8 year period since the adoption of the Redevelopment Plan, leaving properties in this area vacant. Other light industrial development, while built, has been difficult to lease, leaving empty building spaces. The long-lasting negative market conditions have resulted in a necessity to modify the Redevelopment Plan to allow "reasonable transformation" of the area "for the benefit of residents that live in close proximity to the redevelopment area," as expressed in the adopted Redevelopment Plan.

The uses that the applicant is proposing to add to the LI district are allowed at other locations in the city. The current service industry and gun use regulations are summarized below.



Service Industry Use – Current Regulations

Service industry uses are defined in LDR Section 4.4.20, "Industrial (I) District," Subsection (B)(5) as "those which are primarily engaged in providing an off-site service but which maintain inventory, storage of materials, and a business office at a central location. Repair of equipment and materials associated with the service is also permitted at this central location." Examples of uses in this category are land development services, contractor and trade services, repair of office equipment, business services, limousine service, food preparation and / or processing, and indoor gun range.

Service industry uses are Principal Uses (allowed by right) in the Industrial (I) and Mixed Industrial and Commercial (MIC) Zoning Districts. These zoning districts are typically surrounded by parcels with non-residential uses, which addresses potential incompatibility issues. Industrial is the district intended to accommodate the most intense industrial uses permissible within the City. The MIC district is intended to accommodate industrial uses of a lighter intensity, with supporting business and office functions that are compatible and harmonious in scale and intensity with adjacent commercial uses.

Within the Planned Commerce Center (PCC) Zoning District, service industry uses are also permitted by right, however the Gun Range use is specifically excluded. PCC District regulations provide for a mix of light industrial, service industrial, research and development, office, and limited commercial use in an Industrial Park setting which is planned and then controlled through a Master Development Plan. It should be noted that the area zoned PCC located along the east side of Congress Avenue and Lake Ida Road is adjacent to residentially zoned properties

Gun Range (Indoor) Use Regulations – Current Regulations

There is currently one indoor gun range (Delray Shooting Center) located on Poinsettia Drive, in the Industrial (I) Zoning District approximately 0.25 miles away from the Applicant's site. There is no definition for the use in the LDR, and no special requirements for this specific use.

Gun Range Regulations – Other Jurisdictions

Staff researched requirements for gun ranges in several other jurisdictions. These regulations are summarized below. In most cases minimum separation distances from certain use types are required in addition to public hearing approval. These requirements are in place to mitigate potential impacts between incompatible uses, to advise surrounding property owners of a proposal, and to provide a means for opinions to be expressed in a public forum. Parcels located in industrial areas are typically subject to less stringent administrative approval processes.

City of West Palm Beach – Gun Clubs and Shooting Ranges

- Subject to approval by the City Commission (Special Use Class A)
- Allowed in Light Industrial and Industrial zoning districts
- Must be in an enclosed air-conditioned building
- Gunshots and related noise shall not be detected at adjoining property lines
- Separation requirements – 1,000 feet from residential zoning districts, schools and public parks measured from property line to property line without regard to intervening structures or objects

City of Boynton Beach – Indoor Shooting Range

- Allowed by right in Community Commercial, General Commercial, Planned Commercial Development District, Planned Industrial Development District except for governmental and institutional, and mixed-use land use designations
- Separation requirements – 300' from residential in Planned Industrial Development District only

City of Lake Worth – Indoor Shooting Ranges

- Subject to administrative or conditional use approval
- Allowed in the Industrial Park of Commerce District
- Noise shall not exceed 55 decibels measured at the exterior of the building
- Separation requirements – 400' from residential without regard to intervening structures or objects

Unincorporated Palm Beach County – Shooting Range, Indoor

- Subject to County Commission approval in all commercial zoning districts, pods, and future land use designations, where allowed
- Subject to Development Review Officer (administrative) approval in standard light industrial, public ownership, and Multiple Use Planned Development District pods with a Commerce future land use designation
- Permitted by right in general industrial, and industrial pods of a Planned Industrial Park Zoning District
- Must provide documentation of acceptable industry design and configuration standards to mitigate adverse safety and nuisance concerns
- Separation requirements – 500 feet from land with a civic or residential land use designation or use, or parks

Categories of Use

The Applicant proposed to add service industry uses as a principal use (including the gun range use allowed in other zoning districts), with no other regulations proposed for any of the uses listed under the service industry category. After evaluation of the proposal, Staff is proposed, and the applicant agreed, to establish the indoor gun range use as a conditional use. Principal and conditional uses are described as follows in **LDR Section 4.3.2(B), Categories of Use**:

- (1) **Principal use.** *A principal use is allowed, by right, within a zoning district provided that all development regulations are met. A principal use must be conducted on a site in order to have accessory or ancillary uses on that site.*

Principal uses are allowed to operate subsequent to issuance of a Zoning Certificate of Use (ZCU) and Business Tax Receipt process. Per LDR Section 2.4.6(C)(1), a ZCU is *an administrative action by the Director required for any change of use to an allowed use, addition of use(s), or a change in business within an existing building where no exterior site improvements are required or proposed.* Review and approval of a ZCU involves a review of all LDR requirements associated with a particular use, such as Section 4.6.9, "Off-street parking," Section 4.3.3, "Special requirements for specific uses," and base zoning district regulations in Article 4.4, "Base district development standards."

- (3) **Conditional use.** *A use which may not be appropriate generally, or without restriction, within a zoning district. The purpose of identifying such conditional uses and regulating them in a special manner is that they possess certain characteristics which may make them incompatible with existing uses, contiguous zoning, permitted uses, or future uses. Through special conditions imposed*

through procedures set forth in Section 2.4.5(E), the adverse impacts of such a use may be mitigated. The allowing of a conditional use is discretionary.

Conditional uses require review by the Planning and Zoning Board (with a mailer to all property owners within 500 feet and property postings), with final approval provided by the City Commission.

Description of Proposal

The proposed amendment is summarized as follows:

Section 4.4.26, "Light Industrial District"

- **Subsection (B), "Principal Uses and Structures Permitted."** "Service industry Uses" are added. This includes:
 - (a) Land Development Services (e.g., surveying, soils testing, mapping, architectural, engineering).
 - (b) Contractor and Trade Services (e.g. general contractor, electrician, plumbers, heating and air- conditioning specialists, swimming pool maintenance, landscaping services, exterminators, equipment and tool rental).
 - (c) Repair of office equipment (e.g., computers, data processing equipment).
 - (d) Business Services (e.g. computers, data processing equipment).
 - (e) Limousine Service.
 - (f) Food preparation and/or processing, including but not limited to bakeries and catering operations.
- **Subsection (D), "Conditional Uses and Structures Allowed."** Gun Range (Indoor), within the Wallace Drive Overlay District, subject to Section 4.3.3(KK), is added as a new conditional use.

Section 4.3.3, "Special Requirements for Specific Uses"

- Subsection (KK), "Reserved" is amended to add specific regulations for Gun Range (Indoor) in the Light Industrial (LI) Zone district as follows:
 - (1) Applicability. These regulations apply to gun ranges in the Light Industrial (LI) zoning district.
 - (2) Locational Criteria. The use is limited to the Wallace Drive Overlay District, as described in Section 4.5.8.
 - (3) Security and Safety Standards.
 - (a) A detailed operational and security plan shall be submitted as part of conditional use review, including provisions for staffing, emergency procedures, lead abatement, and coordination with law enforcement.
 - (b) Indoor ranges shall comply with industry best practices, the National Rifle Association (NRA) Range Source Book standards, National Institute for Occupational Safety and Health (NIOSH) ventilation guidelines, and any applicable federal or state OSHA standards. An excerpt from the NRA guidelines is attached.
 - (c) Sound attenuation and ballistic containment measures shall be designed by an experienced indoor shooting range design professional with documentation and specifications provided to the Building Department at time of building permit application submittal.
 - (c) No person may use the range without first receiving a safety orientation approved by the operator.

- (d) The premises shall maintain a 24-hour security system with video surveillance covering all entry points, storage areas, and interior ranges.
- (e) Access shall be limited to controlled entry points monitored by staff.
- (f) The sale of alcoholic beverages shall be prohibited.
- (g) Exterior doors shall be constructed of reinforced materials and kept locked when not in use.
- (4) Educational Facilities. Classroom or seminar space may be provided to allow for firearms safety education, hunter safety programs, and public training in the lawful and responsible use of firearms.
- (5) Noise Control. Any sound detected at the property line shall comply with the provisions of Chapter 99 “Noise Control” of the Code of Ordinances.

Appendix A – “Definitions”

A new definition is proposed for the “Gun Range (Indoor)” use:

GUN RANGE (INDOOR). A facility, located entirely within an enclosed building, designed and operated for the discharge of firearms at targets for the purpose of training, practice, qualification, or educational use under supervised conditions, including accessory uses such as classrooms, training rooms, and accessory retail (such as firearms, ammunition, related equipment, and safety gear).

Ordinance No. 27-25 is attached with the full text of the proposed amendment.

Review and Analysis

LDR Section 1.1.6, Amendments

The text of these Land Development Regulations may from time to time be amended, changed, supplemented, or repealed. No such action however, shall be taken until a recommendation is obtained from the Planning and Zoning Board and until a public hearing has been held by the City Commission.

The recommendation of the Planning and Zoning Board will be provided to the City Commission, where the amendments will be reviewed at two public meetings.

LDR Section 2.4.7(A)

Amendments to the Land Development Regulations may be initiated by the City Commission, City Administration, or by a member of the public.

The proposed amendment is privately initiated.




LDR Section 2.4.7(A)(5), Findings

For any approval, the City Commission must make a finding that the text amendment is consistent with the Comprehensive Plan, and that the amendment furthers the implementation of an adopted neighborhood plan, if applicable.

The following Goals, Objectives, and Policies (GOPs) of the adopted Comprehensive Plan are applicable to the proposed amendment:

Neighborhoods, Districts, and Corridors Element

Policy NDC 1.1.2 *Provide a complementary mix of land uses, including residential, office, commercial, industrial, recreational, and community facilities, with design characteristics that provide:*

-  *Similar uses, intensity, height, and development patterns facing each other, especially in residential neighborhoods.*
-  *Uses that meet the daily needs of residents.*
-  *Public open spaces that are safe and attractive.*

As an amendment to a zoning district is not site specific, all parcels zoned LI are impacted. The service industry uses are similar in intensity to other existing principal uses in LI and Staff has not identified any concerns with adding this use category.

For the indoor gun range use proposed, any property within the Wallace Drive Overlay District could potentially support a gun range use, and consideration should be given to any impact on the surrounding parcels. The east side of the Wallace Drive Overlay District is residential (The Groves of Delray II - senior affordable housing community) and civic (Calvary Bible Alliance Church) uses are located to the east and a portion of the south border of the Overlay. Additional residential uses are located within 200 feet, and Pine Grove Elementary is located approximately 700 feet to the east.

The gun range use would require conditional approval and would be subject to the requirements proposed in LDR Section 4.3.3(KK), and to the conditional use findings in LDR Section 2.4.5(A)(5) that establishing a conditional use *will not* (a) Have a significantly detrimental effect upon the stability of the neighborhood within which it will be located and (b) Hinder development or redevelopment of nearby properties. The Board should consider if the adjacent residential would be negatively impacted by the inclusion of the service industry and indoor gun range use, or if the uses are similar enough to the existing bundle of uses within the LI zoning district (table at right).

The Board should consider if the proposed use changes are consistent with the character of the uses already allowed in the established zoning district, and if the proposed regulations and conditional use review and approval process are sufficient to mitigate any potential impacts on adjacent properties.

Objective NDC 1.4 Industrial Land Use Designations Apply the industrial land use designations of Industrial and Commerce to those areas where industrial type uses, such as fabrication and assembly of goods, warehousing, and vehicle repair, are the primary economic strategy for the district, to ensure that those industries, which are essential to the local economy, are appropriately accommodated in the city.

Policy NDC 1.4.3 Use the Industrial land use designation to accommodate manufacturing, fabrication, assembly, and warehousing uses on properties where such uses currently exist and in areas identified as appropriate to continue or expand industrial-based uses.

Policy NDC 1.4.5 Recognize the importance of maintaining the Industrial land use designation for long term economic prosperity by prohibiting amendments to the Land Use Map that diminish the quantity of property with Industrial land use designation.



Section 4.4.26. Light Industrial (LI) District

Principal Uses	<ul style="list-style-type: none"> • Research and development • Wholesaling, storage, and distribution • Industrial (manufacturing, assembly) • Office • Self-service Storage Facilities • Urban Agriculture • CBD oil establishments
Conditional Uses	<ul style="list-style-type: none"> • Rental and Sales of Modular Structures. • Food preparation and/or processing including bakeries and catering operations. • Principal Uses which require the storage and/or use of regulated substances in a manner other than allowed under Subsection (B). • Pet services with outside use areas, pet hotels, and animal shelters, subject to Section 4.3.3(W).

Policy NDC 1.4.8 *Recognize the importance of maintaining the Commerce land use designation for long term economic prosperity by discouraging amendments to the Future Land Use Map that diminish the quantity of property with Commerce land use designation.*

Policy NDC 2.7.15 *Evaluate and update the Wallace Drive Industrial Area Redevelopment Plan, which was adopted in 2004, and continue to encourage the development of light industrial uses, and limited commercial and office uses and support aggregation of parcels for new development new improvements and development shall comply with the provisions of the adopted Plan until an updated plan is adopted.*

Objective NDC 3.5 Update Land Development Regulations *Regularly review and update the Land Development Regulations to provide timely, equitable and streamlined processes including, but not limited to, building permit processes for residential developments and to accommodate mixed-use developments, address market changes and development trends, and other innovative development practices.*

Economic Prosperity Element

GOAL ECP 4 BUSINESS CLIMATE & COMPETITIVENESS *CULTIVATE A MORE BUSINESS-FRIENDLY ENVIRONMENT AND DYNAMIC ENTREPRENEURIAL ECOSYSTEM WHICH ALLOW LOCAL ESTABLISHMENTS TO GROW IN PLACE, ATTRACT NEW INDUSTRY CLUSTERS AND FIRMS AND PRODUCE NEW HOMEGROWN ENTERPRISES.*

LI zoning is an implementing district in both Commerce and Industrial land use. Gun ranges are not an industry cluster specifically identified in the comprehensive plan, and service industry uses are not specifically identified in the Wallace Drive Redevelopment Plan as a bundle of uses to include in the zoning district. However, the preservation of industrial land use and zoning is a priority of both documents. Specifically, a goal of the Plan was to *provide a plan with supporting land development regulations that would make the area "more marketable" for development of light industrial, commercial and offices uses in an urban setting.* The Board should consider if the uses proposed by the applicant support the goal of making the Wallace Drive Overlay more marketable and the broader comprehensive plan goals in support of a dynamic entrepreneurial ecosystem and the preservation of industrial land uses.

Housing Element

Objective HOU 1.3 Unique Neighborhoods *Protect existing residential areas by fostering development and redevelopment that is consistent with the unique character of the neighborhood.*

Policy HOU 3.1.2 *Protect existing established residential neighborhoods from the encroachment of nonresidential uses, except for strategic locations where such transition is planned in support of multimodal improvements, mixed-use development, or an adopted neighborhood plan.*

Because residentially zoned properties are adjacent to the Wallace Drive Overlay District within the LI zoning district, these policies are applicable to the request.

As noted above, the proposed service industry uses are not anticipated to pose any incompatibility, as they are generally consistent with the existing uses in the LI zoning district. The gun range is potentially a more intense use, and is thus suited to the conditional use process, which is established to review uses that *possess certain characteristics which may make them incompatible with existing uses, contiguous zoning, permitted uses, or future uses.* Staff recommended that the applicant add distance separation requirements from residential uses for the gun range use, but the applicant declined to include this requirement, citing the sufficiency of the required findings for conditional uses, and the ability of the approving body to impose conditions, such as limitations on the hours of operation and/or the longevity of the use. The Board should consider whether the blanket distance separation requirement is appropriate, or if the

Additionally, the Board should consider if hours of operation should be adopted for the gun range use. LDR Section 4.3.3(VV)(2)(a) requires that *any 24-Hour or late night business located or proposed to be located within a 300-foot straight line route from any residentially-zoned property shall obtain a conditional use permit from the City for the operation of such use.* The Board should consider if the existing process to protect residential property, through a separate conditional use application process for hours of operation, is sufficient or if restrictions should be adopted that further restrict the hours of this use relative to proximity to residential uses, or to provide a general restriction.

Board Considerations

- Are the proposed service industry uses appropriate for Light Industrial (LI) zoning?
- Is a gun range an appropriate use in LI zoning?
- Should there be a required distance separation between gun ranges and residential uses, or is the conditional use process and special requirements for the use sufficient to prevent or mitigate any potential negative impacts on adjacent residential areas?
- Should there be limitations on the hours of operation of indoor gun ranges?

Review By Others

The **City Commission** is anticipated to review the proposed LDR Amendments in November and December 2025.

Options for Board Action

- A. Recommend **approval** to the City Commission of Ordinance No. 27-25; amending Article 4.4, "Base Zoning District", Article 4.3, "District Regulations, General Provisions", and Appendix A, "Definitions" finding that the amendments and approval thereof is consistent with the Comprehensive Plan and meets the criteria set forth in Land Development Regulations.
- B. Recommend **approval** to the City Commission of Ordinance No. 27-25, **as amended**; amending Article 4.4, "Base Zoning District", Article 4.3, "District Regulations, General Provisions", and Appendix A, "Definitions" finding that the amendment, as amended, and approval thereof is consistent with the Comprehensive Plan and meets the criteria set forth in Land Development Regulations.
- C. Recommend **denial** to the City Commission of Ordinance No. 27-25, amending Article 4.4, "Base Zoning District", Article 4.3, "District Regulations, General Provisions", and Appendix A, "Definitions", finding that the amendment and approval thereof is not consistent with the Comprehensive Plan and does not meet the criteria set forth in the Land Development Regulations

Public and Courtesy Notices

X Courtesy Notices are not applicable to this request.

N/A Public Notices are not required for this request.