City of Westlake

Planning and Zoning Department – Staff Report

City Council Meeting 11/10/2025

PETITION DESCRIPTION

PETITION NUMBER: CU-2026-01 *James Business Park – Conditional Use*
OWNER: JAMES BUSINESS PARK LLC
APPLICANT: Cotleur & Hearing
PCN: Portion of 77-41-43-05-06-006-0000

REQUEST

The applicant is requesting approval of a Conditional Use for an overnight kennel providing dog day care, overnight boarding, and grooming within an existing 10,855-square-foot tenant space in Unit 700 (Bay 3A) of the North Building at James Business Park, located at 17035 Persimmon Boulevard West. The proposal includes an approximately 1,840-square-foot fenced outdoor pet relief and play area within an existing loading area.

SUMMARY

The applicant, represented by Cotleur & Hearing, is requesting Conditional Use approval to establish a dog day care, overnight boarding, and grooming facility at James Business Park. The facility will occupy approximately 10,855 square feet within the existing 135,541-square-foot North Building. Approximately 2,435 square feet will be dedicated to boarding areas, with the remaining space accommodating indoor daycare, grooming, reception, office, circulation, and support functions.

The proposal includes an approximately 1,840-square-foot fenced outdoor pet relief and play area on the east side of the building, within an existing loading area serving the tenant space. Exterior improvements include fencing and gates, synthetic pet turf over a drainage base, shade sails, a ramp, and a landscaped infiltration area.

The submitted Operational Plan proposes a maximum of 150 dogs on site at any one time, including a maximum of 70 dogs boarded overnight and 35 dogs outdoors simultaneously. Outdoor activities are proposed between 5:00 a.m. and 11:00 p.m., seven days per week, except for emergencies. At least one trained attendant will be on site whenever animals are boarded overnight. The applicant also proposes occasional boarding of cats and other small animals within separate indoor accommodations.

The applicant has submitted an Operational Plan, Noise Management Plan, and Odor, Sanitation, Animal Waste and Facility Maintenance Plan addressing supervision, animal handling, noise mitigation, sanitation, waste management, and complaint response.

The request is accompanied by Site Plan Modification application SPM-2026-02, which includes a proposed amendment to Condition 2 of Development Order SPR-2022-01 concerning allowable uses within James Business Park. Approval of CU-2026-01 is recommended to be contingent upon approval of SPM-2026-02, including an amendment to Condition 2 accommodating the proposed use.

STAFF RECOMMENDATION

Based upon the facts and findings contained herein, the above-mentioned application meets all of the required City of Westlake land development regulations. The Planning and Zoning and Engineering Departments recommend the following Conditions of Approval:

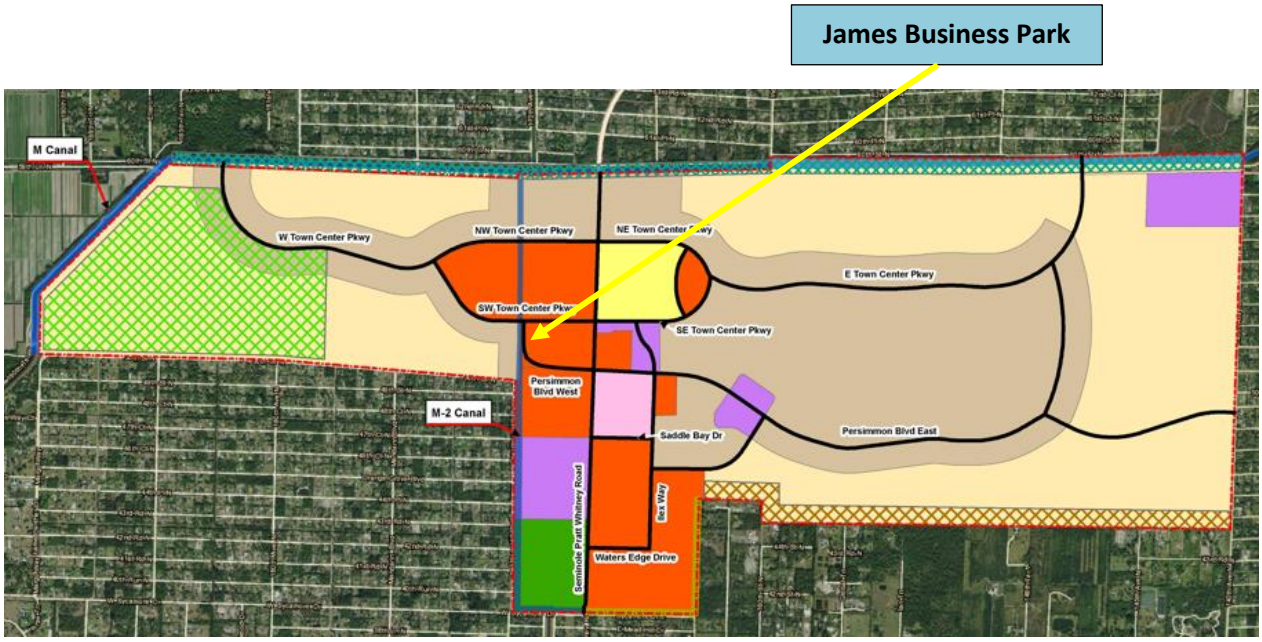
1. Approval of CU-2026-01 is contingent upon City Council approval of SPM-2026-02, including an amendment to Condition 2 of Development Order SPR-2022-01 accommodating the overnight kennel use. The conditional use shall not commence unless both approvals are effective.
2. The use shall be limited to the approved 10,855-square-foot tenant space in Unit 700 (Bay 3A) and the approximately 1,840-square-foot outdoor pet relief and play area shown on the approved plans.
3. The facility shall operate in accordance with the approved Operational Plan, Noise Management Plan, and Odor, Sanitation, Animal Waste and Facility Maintenance Plan, each dated August 28, 2026, as revised and approved by the City. These plans shall be incorporated into the conditional use approval. In the event of a conflict, the conditions of approval shall control.
4. A maximum of 150 dogs shall be permitted on site at any one time, including dogs receiving daycare and overnight boarding services. No more than 70 dogs shall be boarded overnight, and no more than 35 dogs shall occupy the outdoor area simultaneously.
5. Customer hours shall be limited to Monday through Friday, 7:00 a.m. to 7:00 p.m.; Saturday, 9:00 a.m. to 5:00 p.m.; and Sunday, 9:00 a.m. to 3:00 p.m. Outdoor animal activities shall be limited to 5:00 a.m. to 11:00 p.m., seven days per week, except for emergencies requiring immediate outdoor access for animal or human safety.
6. Outdoor animal activities shall be continuously supervised by trained staff. At least one trained attendant shall remain on site whenever any animal is boarded overnight.
7. Final acoustic treatment specifications, including material performance, locations, and quantities, shall be prepared by the applicant's acoustical professional and submitted with the building permit documents for City review. Required acoustic improvements shall be installed before commencement of the use and maintained thereafter. Operations shall comply with applicable City noise regulations.
8. Prior to issuance of building permits, the applicant shall obtain City Engineering approval of the final containment and drainage design, including its capacity and proposed handling of rinse water and animal-related liquids. Animal waste and cleaning wastewater shall not discharge to the site's stormwater management system or adjacent pavement or properties. Required improvements shall be completed before the outdoor area is used.
9. Fencing, gates, shade structures, turf, drainage components, and sanitation facilities shall be installed in accordance with the approved plans and applicable permits and maintained in serviceable condition. Gates shall remain closed and latched except during controlled passage or maintenance. Loading, emergency access, and vehicular circulation shall remain unobstructed.

PETITION FACTS

a. Total Gross Site Area: 11.66 acres

b. Building Data: North Building 135,541 sq. ft.; South Building 10,102 sq. ft. (total 145,643 Sq. Ft.)
Proposed Indoor Tenant Space: 10,855 square feet and Outdoor Pet Relief and Play Area: Approximately 1,840 square feet

c. Land Use and Zoning
Existing Land Use: Industrial Warehouse
Future Land Use: Downtown Mixed Use
Zoning: Mixed Use



BACKGROUND

The subject property is located within James Business Park in the southwestern portion of Pod G. The development contains two existing buildings totaling 145,643 square feet. The proposed overnight kennel will occupy Unit 700 (Bay 3A) within the North Building at 17035 Persimmon Boulevard West.

Condition 2 of Development Order SPR-2022-01 requires all uses to comply with the Code definition of "Light Industrial Uses." The applicant has submitted companion application SPM-2026-02 requesting modification of the approved site plan and amendment of Condition 2 concerning allowable uses. The applicant's October 14, 2026 justification letter also accepts a condition making CU-2026-01 contingent upon approval of SPM-2026-02.

The proposed amendment to Condition 2 is evaluated separately under SPM-2026-02. This conditional use application evaluates the proposed overnight kennel and its associated operational characteristics and compatibility measures.

- On May 24, 2021, the City Council approved the plat for Pod G Southwest.

- On July 5, 2022, the City Council approved the site plan for the two-building development totaling 145,643 square feet.
- On July 5, 2022, the City Council approved a Master Sign Plan (MSP) for the subject development, which included 22 waivers.
- On May 3, 2024, the development received approval for a Minor Site Plan Modification to add one (1) FPL transformer and remove light poles from the rear of Building 1.
- On August 23, 2024, the development received approval for a Minor Site Plan Modification to allow indoor recreational use on the subject site.
- On January 16, 2026, the development received approval for a site plan modification to accommodate the parking requirements associated with the indoor recreational use.

STAFF ANALYSIS

The applicant proposes an overnight kennel providing dog day care, overnight boarding, and grooming within an existing tenant space at James Business Park. The proposal includes an accessory outdoor pet relief and play area within an existing loading area on the east side of the North Building.

Staff's evaluation considers the proposed intensity, hours, indoor and outdoor activities, access, parking, noise controls, sanitation procedures, and compatibility with adjacent uses. The submitted operational and management plans establish measures intended to address potential impacts and are recommended to be incorporated into the approval.

The following analysis evaluates the proposed use against the conditional use review criteria in Section 101-197 (g) of the City's Code of Ordinances.

1. **Comprehensive Plan. The proposed use is consistent with the comprehensive plan.**

   Staff Analysis: The property has a Downtown Mixed Use Future Land Use designation. The proposed facility provides a commercial pet-care service within an existing nonresidential development and utilizes existing buildings and infrastructure. Subject to approval of the companion Site Plan Modification and the recommended operational conditions, the proposal supports continued occupancy of the established business park while addressing potential impacts on surrounding uses.

2. **Chapter requirements. The proposed use is consistent with all applicable requirements of this chapter.**

   Staff Analysis: The application requests approval under the conditional use classification for "Overnight kennel, including kennels ancillary to veterinarian services." The submitted materials identify the tenant space, outdoor improvements, operational characteristics, and proposed impact mitigation measures.

   The existing restriction in Condition 2 of Development Order SPR-2022-01 is addressed through companion application SPM-2026-02. Accordingly, the conditional use approval shall be

contingent upon approval of that application, including amendment of Condition 2 accommodating the proposed use.

3. **Zoning district standards. The proposed use is consistent with the zoning district standards for such use as provided in chapter 119, article II.**

Staff Analysis: The property is zoned Mixed Use. The proposed overnight kennel is being processed as a conditional use within that district. The facility will occupy an existing tenant space without expanding the building footprint. Associated exterior improvements are limited to the outdoor enclosure, ramp, shade structures, and related drainage and landscape improvements shown on the submitted plans.

The proposed use complies with applicable parking, loading, setback, accessory structure, and other development standards.

4. **Public welfare. The proposed use provides for the public health, safety, and welfare by:**
   (i)Providing for a safe and effective means of pedestrian access;
   (ii)Providing for a safe and effective means of vehicular ingress and egress;
   (iii)Providing for an adequate roadway system adjacent to and in front of the site;
   (iv)Providing for safe and efficient onsite traffic circulation, parking, and overall control; and
   (v)Providing adequate access for public safety purposes, including fire and police protection

Staff Analysis: The proposed facility will utilize the business park's existing access points, pedestrian facilities, parking areas, and internal circulation system. The submitted parking analysis identifies 200 required parking spaces and 224 spaces provided. Three spaces near the tenant entrance are designated for short-term customer drop-off and pick-up.

The outdoor enclosure will occupy an existing loading area serving Unit 700 (Bay 3A). The companion Site Plan Modification depicts the proposed enclosure, ramp, and gate movements. Required loading, drive aisles, pedestrian access, and emergency access shall remain unobstructed.

The submitted Operational Plan includes animal screening, separation by size and temperament, continuous supervision of outdoor activities, emergency procedures, and overnight staffing.

5. **Screening and buffering. The proposed use utilizes such techniques as landscaping, screening, buffering, site or building design, or business operation procedures to mitigate impacts on surrounding properties, including such impacts as:**
   (i) Noise; glare; odor; ground-, wall- or roof-mounted mechanical equipment; perimeter, interior, and security lighting;
   (ii)Signs;
   (iii)Solid waste disposal and recycling;
   (iv)Outdoor storage of merchandise and vehicles;

(v)Visual impact negatively impacting use of adjacent property; and
(vi)Hours of operation

Staff Analysis: Daycare, overnight boarding, grooming, and related activities will occur primarily indoors. The outdoor pet relief and play area is located on the east side of the North Building and will be screened by the proposed solid enclosure shown on the approved plans. Existing walls, landscaping, and the surrounding commercial service areas provide additional separation from adjacent activities.

The Noise Management Plan proposes spray-applied ceiling insulation, acoustic wall panels, suspended baffles, treatment of tenant separations, and operational controls addressing barking, group sizes, doors, gates, and outdoor rotations. Final acoustic treatment locations and quantities remain subject to preparation by the applicant's acoustical professional at the building permit stage.

The sanitation plan provides for immediate collection of solid waste, sealed storage, scheduled removal, routine cleaning, odor treatment, and maintenance of the turf and drainage components. The proposed infiltration arrangement remains subject to City Engineering review.

6. **Patterns of development. The proposed use will result in logical, timely, and orderly development patterns.**

Staff Analysis: The proposed facility will occupy an existing tenant space within an established business park and utilize existing roads, utilities, parking, and site infrastructure. The proposal does not expand the building footprint. Exterior work is limited to the outdoor enclosure and associated improvements. The proposal represents orderly occupancy of the existing development.

7. **Purpose and intent. The proposed use will be in harmony with the general purpose and intent of this chapter and the goals, objectives, and policies of the city.**

Staff Analysis: The proposed facility provides a commercial service within an existing business park. Conditional use review allows the City to evaluate the proposed activity and establish conditions addressing its intensity, outdoor operations, noise, sanitation, and relationship to surrounding uses. Subject to approval of the companion Site Plan Modification and implementation of the recommended conditions, the proposal is consistent with the purpose of evaluating conditional uses for suitability and compatibility at the proposed location.

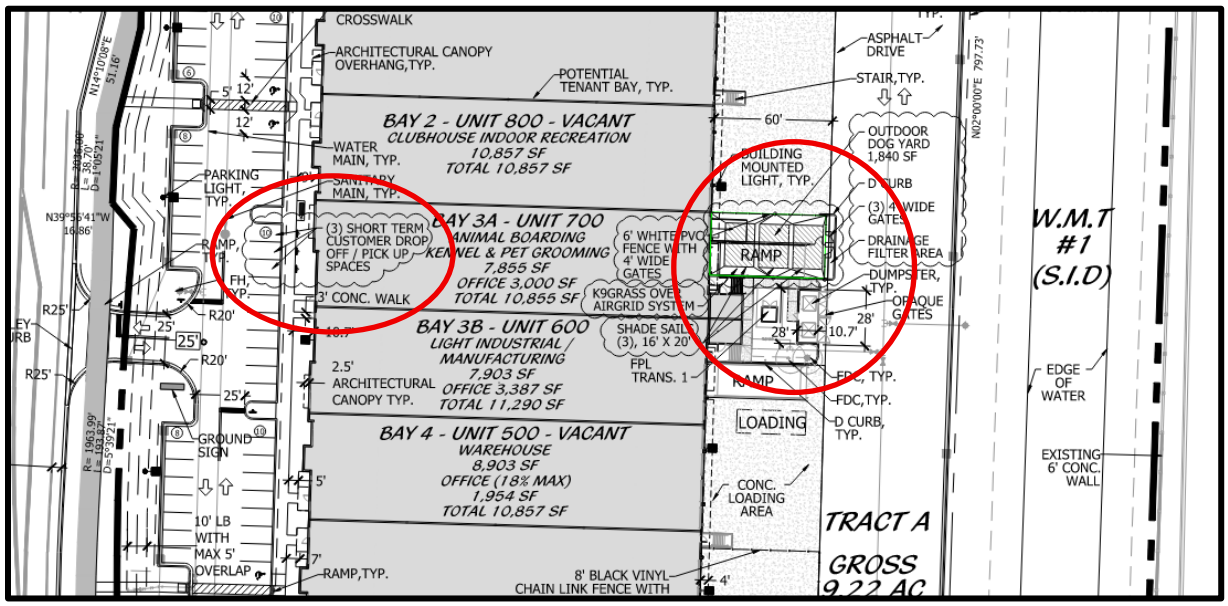
8. **Compatibility. The overall compatibility of the proposed development with adjacent uses, based on the following standards:**
(i)Adverse visual impact. The design of the proposed use and structures will minimize any adverse visual impacts or impacts caused by the intensity of the use.

(ii)Environmental impact. The design of the proposed use minimizes any adverse impacts that may be created, including impacts on environmental and natural resources, including air, water, stormwater management, wildlife, vegetation, and wetlands.
(iii)Other negative impacts. Noise; glare; odor; ground-, wall-, or roof-mounted mechanical equipment; perimeter, interior, and security lighting are adequately screened, buffered, or otherwise mitigated.

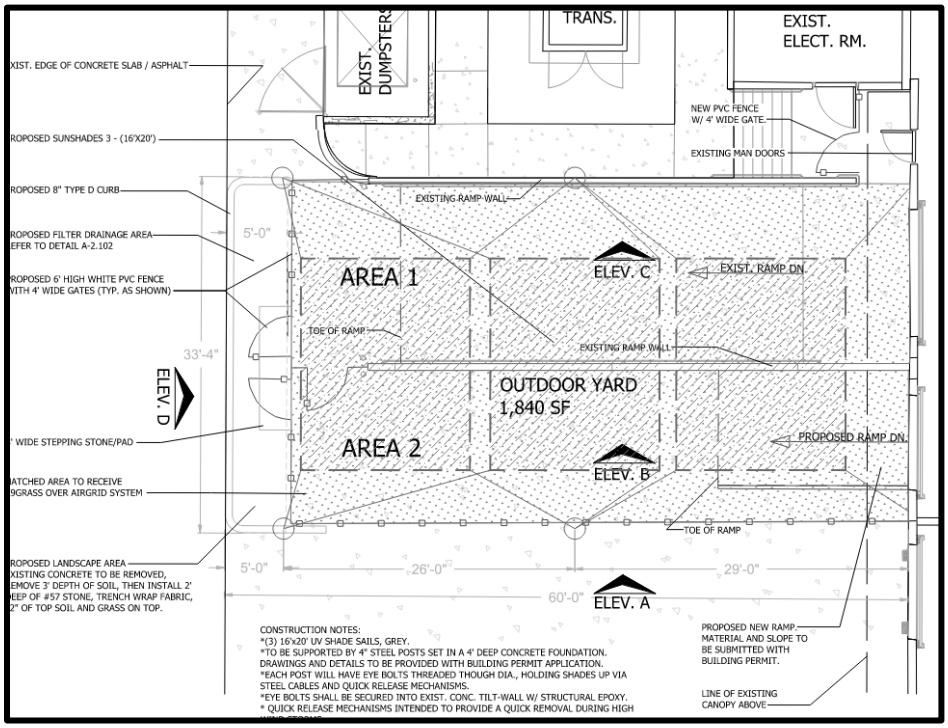
Staff Analysis: The proposed use will occupy an existing tenant space within James Business Park, with outdoor activities concentrated in an approximately 1,840-square-foot enclosure on the east side of the North Building. Its location within an established nonresidential development, the existing building configuration, and proposed enclosure provide a basis for compatibility with surrounding commercial activities.

Compatibility depends on implementation of the proposed operating limits and mitigation measures. These include animal capacity limits, supervised outdoor rotations, restricted outdoor hours, overnight staffing, acoustic improvements, immediate waste collection, routine sanitation, and complaint response procedures.

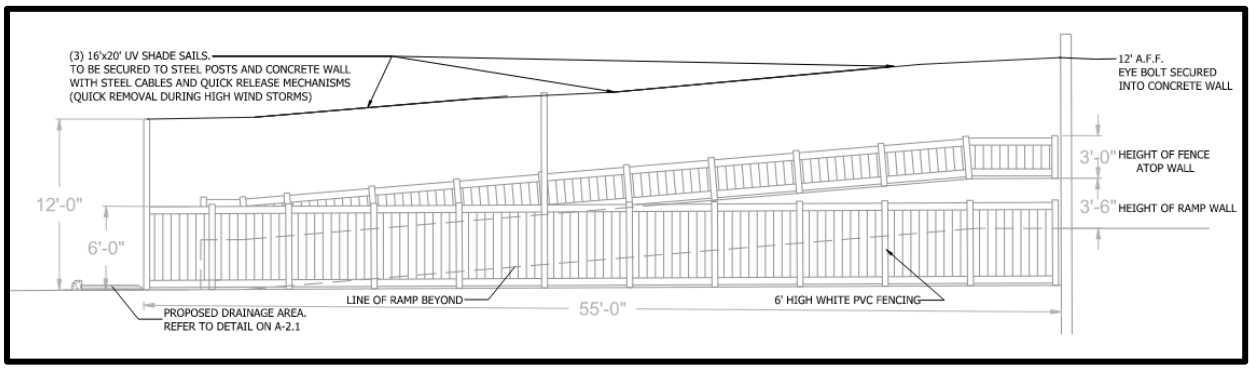
Proposed Site Plan Modification



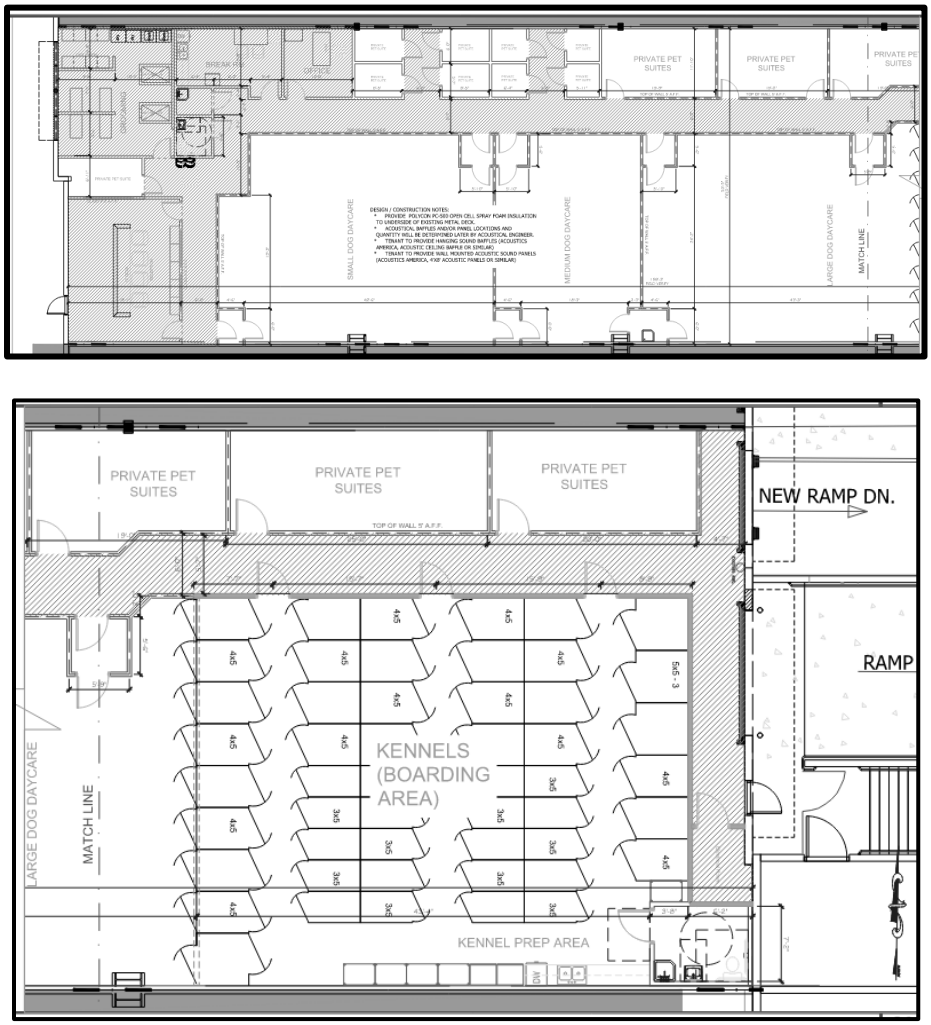
Proposed Outdoor Area



Proposed Ramp



Proposed Floor Plan



Traffic

All material traffic comments were addressed. The total trips projected for this application do not exceed the approved trips for Westlake per the Development Order.

Fire Rescue

The site plan application was reviewed by Mr. Wesley Jolin, IAAI-CFI, Fire Safety Specialist, from Palm Beach County Fire Rescue with no further comments.

FINAL REMARKS

CU-2026-01 is scheduled for a public hearing before the Planning and Zoning Board on November 10, 2026, for a recommendation to the City Council. The City Council will consider the application at a quasi-judicial public hearing on November 10, 2026, followed by consideration of companion application SPM-2026-02.

The subject application was reviewed by the City of Westlake Staff (Planning and Zoning, Engineering) and Palm Beach County Fire Rescue. Please see enclosed letter from City Engineer.