PD Modification Application:	MM 26-0216
Zoning Hearing Master Date:	February 23, 2026
BOCC CPA Land Use Meeting Date:	April 9, 2026

Hillsborough County Florida

Development Services Department

1.0 APPLICATION SUMMARY

Applicant:	Jacob T. Cremer – Barbas Cremer, PLLC
FLU Category:	RES-9 (Existing) RES-16 (Proposed)
Service Area:	Urban
Site Acreage:	45.46
Community Plan Area:	Town & Country
Overlay:	None

Introduction Summary:
The subject site is currently zoned PD 13-0177. The site was developed as an Assisted Living Facility with modular and mobile home units. The current zoning specifically permits Type C Community Residential Homes, RSC MH-9 uses, conventional multi-family units associated with the retirement home facility, and other non-residential uses associated with the development such as offices and residential amenities. The request seeks to re-define the use on the property to a residential single-family development and remove the Assisted Living Facility status of the property. The development will allow 669 dwelling units, permitting mobile home and modular home dwellings. Apartments are also proposed as an option to be developed within an existing structure labeled “Pavilion” on the site plan. This rezoning is running concurrently with Comprehensive Plan Amendment 25-34 to change the Future Land Use Designation from RES-9 to RES-16.

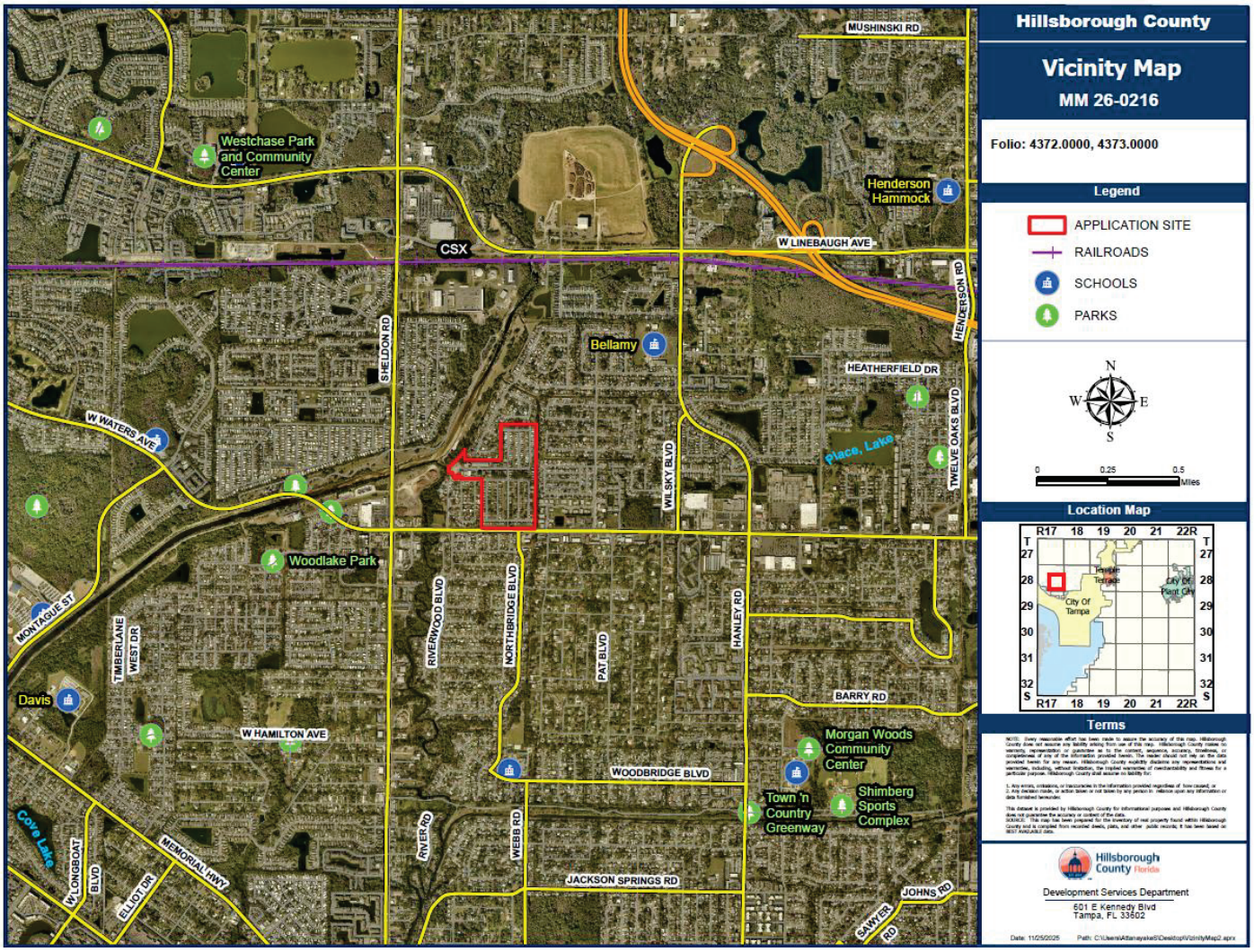
Existing Approval(s):	Proposed Modification(s):
- Parcel A: Community Residential Home Type C w/ a maximum of 1,901 residents. - Parcel B: Multi-family units permitted	- Parcel A: Single-Family residential w/ a maximum 669 dwelling units. - Parcel B: Multi-family units permitted within the existing Pavilion building. Maximum density to remain at 669 dwelling units.

Additional Information:	
PD Variation(s):	None Requested as part of this application
Waiver(s) to the Land Development Code:	None Requested as part of this application

Planning Commission Recommendation:	**Development Services Recommendation:**
Consistent	Approvable, subject to proposed conditions

2.0 LAND USE MAP SET AND SUMMARY DATA

2.1 Vicinity Map

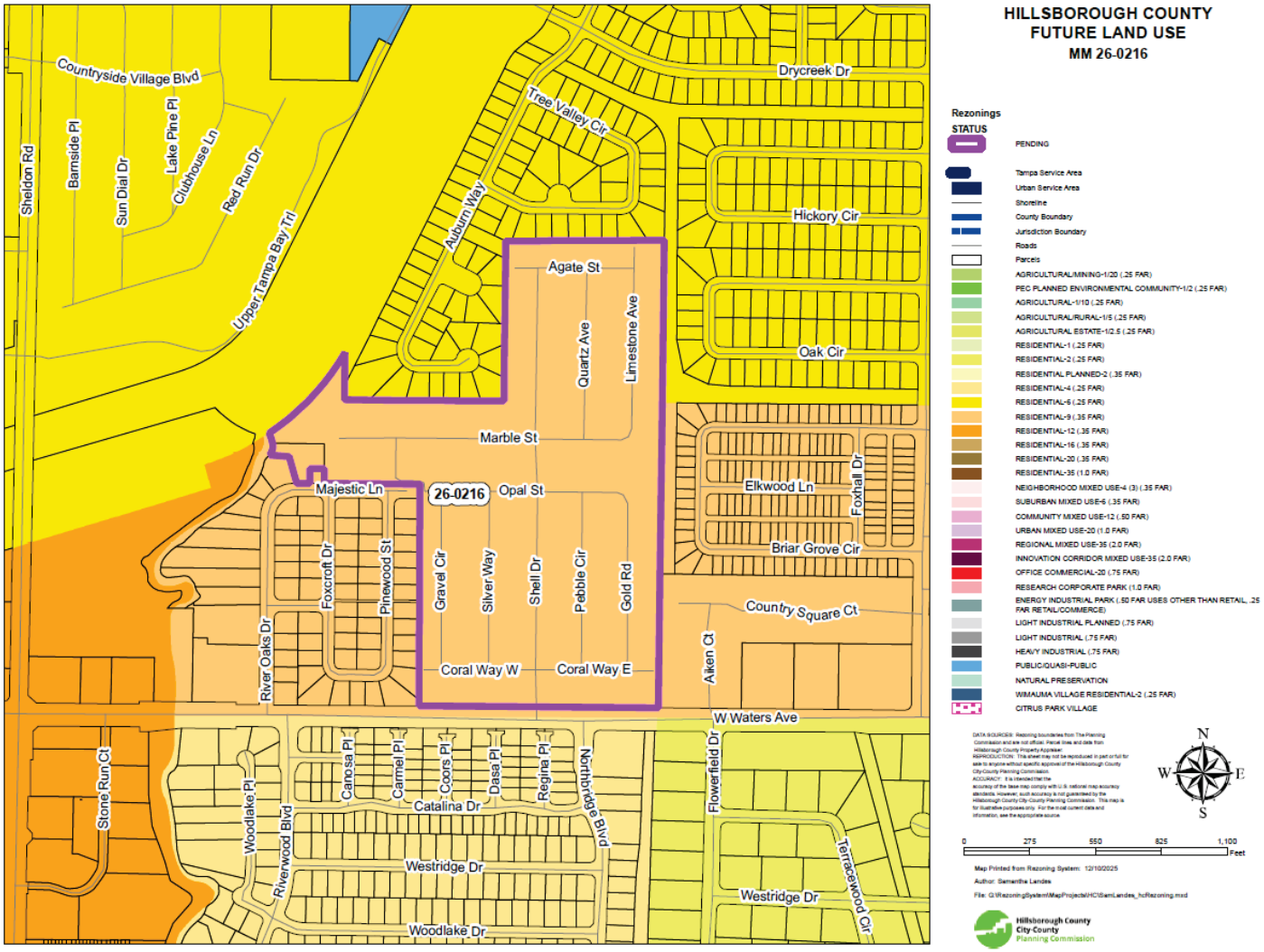


Context of Surrounding Area:

The subject property is located within the Urban Service Area and within the Town and Country Community area. The surrounding area primarily consists of residential single-family. A number of properties near the subject site to the east and west, fronting Waters Avenue, are zoned commercial.

2.0 LAND USE MAP SET AND SUMMARY DATA

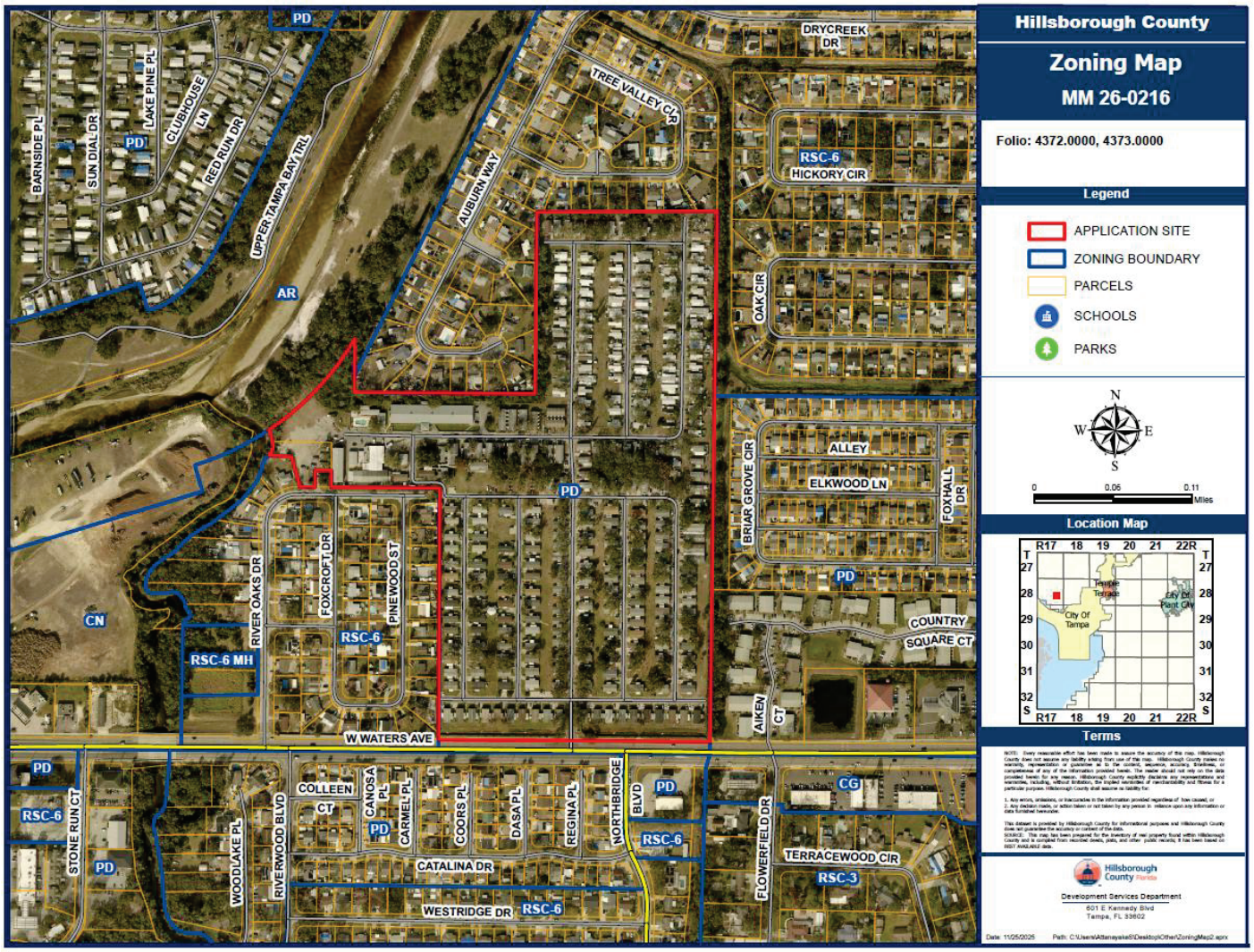
2.2 Future Land Use Map



Subject Site Future Land Use Category:	Residential- 9 (RES-9) (Existing) Residential -16 (RES-16) (Proposed)
Maximum Density/F.A.R.:	9.0 dwelling units per gross acre / 0.35 – 0.50 FAR (Existing RES-9) 16 dwelling units per gross acre / 0.35 - 0.50 FAR (Proposed RES-16)
Typical Uses:	Agricultural, residential, neighborhood commercial, office uses, multi-purpose projects and mixed-use development. (Existing RES-9) Agricultural, residential, neighborhood commercial, office uses, multi-purpose projects and mixed-use development. (Proposed RES-16)

2.0 LAND USE MAP SET AND SUMMARY DATA

2.3 Immediate Area Map

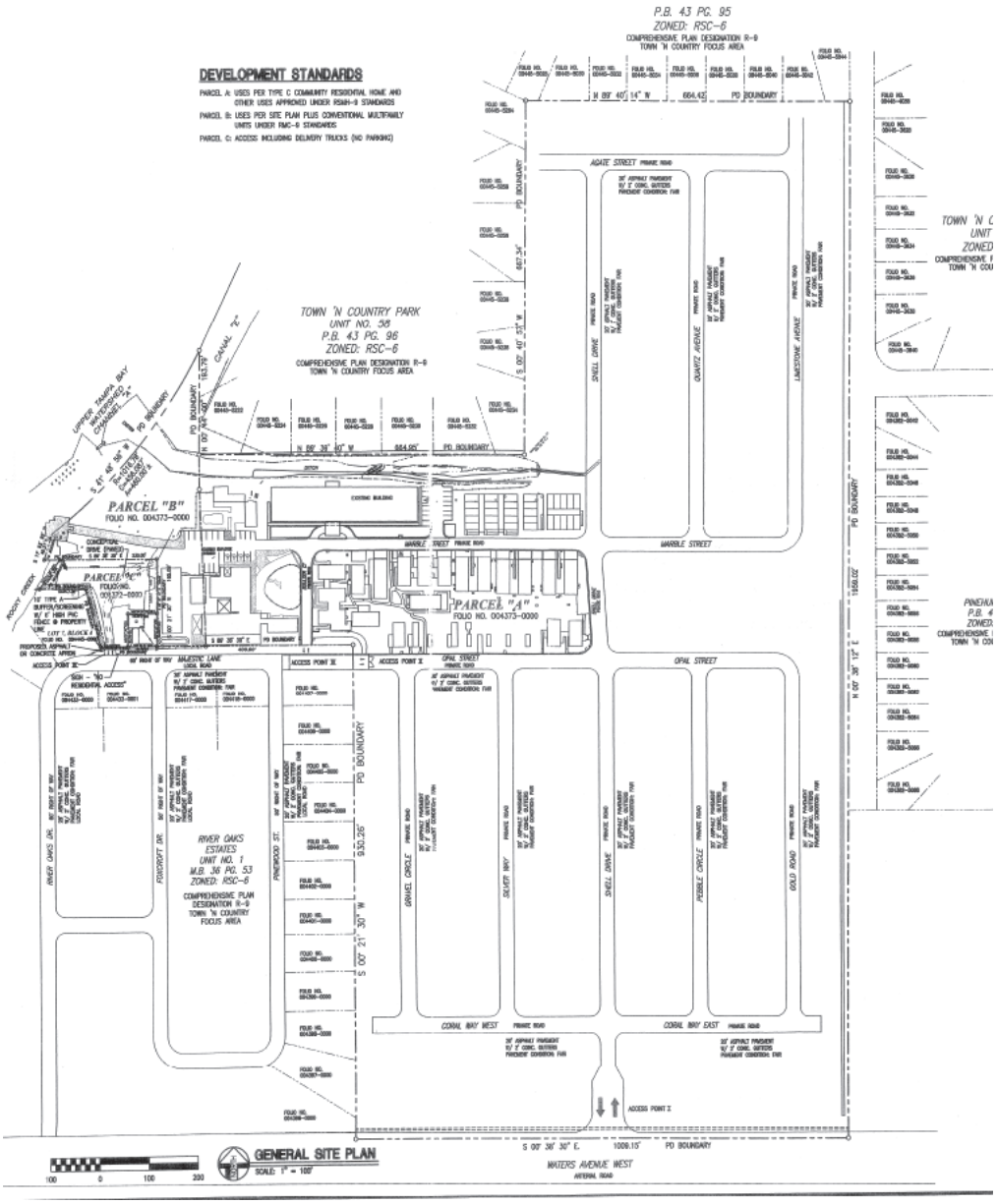


Adjacent Zonings and Uses				
Location:	Zoning:	Maximum Density/F.A.R. Permitted by Zoning District:	Allowable Use:	Existing Use:
North	AR	1 DU per 5 acres	Agriculture/Single-Family	Water Channel
	RSC-6	1 DU per 0.16 acres	Single-Family	Single-Family dwellings
South	PD 71-0113	16 units per acre	Single-Family	Single-Family dwellings
	PD 76-0278	0.15 FAR	Commercial	Convenience Store with Gas Pumps
East	RSC-6	1 DU per 0.16 acres	Single-Family	Single-Family dwellings
	PD 71-0267	9 units per acre	Single-Family, multi-family, commercial, office	Single-Family and Multi-Family dwellings
West	RSC-6	1 DU per 0.16 acres	Single-Family	Single-Family dwellings

	AR	1 DU per 5 acres	Agriculture/Single-Family	Water Channel
	CN	0.20 FAR	Commercial	Convenience Store with Gas Pumps, restaurant

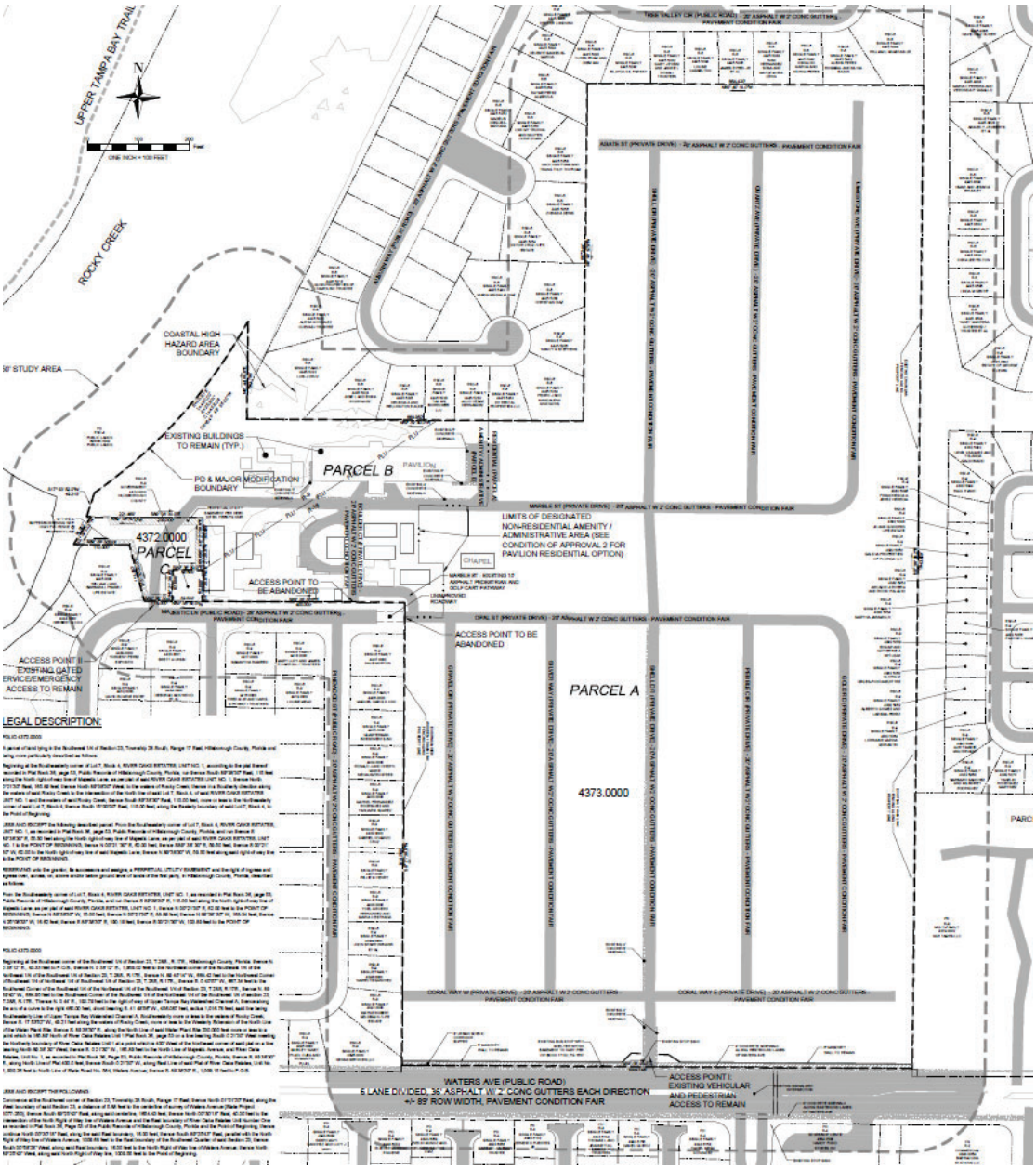
2.0 LAND USE MAP SET AND SUMMARY DATA

2.4 Approved Site Plan (partial provided below for size and orientation purposes. See Section 8.1 for full site plan)



2.0 LAND USE MAP SET AND SUMMARY DATA

2.5 Proposed Site Plan (partial provided below for size and orientation purposes. See Section 8.2 for full site plan)



3.0 TRANSPORTATION SUMMARY (FULL TRANSPORTATION REPORT IN SECTION 9.0 OF STAFF REPORT)

Adjoining Roadways (check if applicable)			
Road Name	**Classification**	**Current Conditions**	**Select Future Improvements**
W Waters Ave	County Arterial - Urban	4 Lanes ☒Substandard Road ☐Sufficient ROW Width	☐ Corridor Preservation Plan ☐ Site Access Improvements ☐ Substandard Road Improvements ☐ Other
Majestic Ln	County Local – Urban/Rural	2 Lanes ☒ Substandard Road ☐ Sufficient ROW Width	☐ Corridor Preservation Plan ☐ Site Access Improvements ☐ Substandard Road Improvements ☐ Other

Project Trip Generation ☐Not applicable for this request			
	Average Daily Trips	**A.M. Peak Hour Trips**	**P.M. Peak Hour Trips**
Existing	3,583	131	223
Proposed	5,265	174	308
Difference (+/-)	+ 1,682	+ 43	+ 85

*Trips reported are based on gross external trips unless otherwise noted.

Connectivity and Cross Access ☐Not applicable for this request				
Project Boundary	**Primary Access**	**Additional Connectivity/Access**	**Cross Access**	**Finding**
North		None	None	Meets LDC
South	X	Pedestrian & Vehicular	None	Meets LDC
East		None	None	Meets LDC
West		Gated/Restricted Service & Emergency	None	Meets LDC
Notes:				

Design Exception/Administrative Variance ☐Not applicable for this request		
Road Name/Nature of Request	**Type**	**Finding**
W Waters Ave/Substandard Road	Administrative Variance Requested	Approvable with Conditions
Notes:		

4.0 ADDITIONAL SITE INFORMATION & AGENCY COMMENTS SUMMARY

INFORMATION/REVIEWING AGENCY				
Environmental:	**Comments Received**	**Objections**	**Conditions Requested**	**Additional Information/Comments**
Environmental Protection Commission	☒ Yes ☐ No	☐ Yes ☒ No	☒ Yes ☐ No	Wetlands present
Natural Resources	☐ Yes ☒ No	☐ Yes ☒ No	☐ Yes ☒ No	
Conservation & Environ. Lands Mgmt.	☒ Yes ☐ No	☐ Yes ☒ No	☐ Yes ☒ No	
Check if Applicable: ☒ Wetlands/Other Surface Waters ☐ Use of Environmentally Sensitive Land Credit ☐ Wellhead Protection Area ☐ Surface Water Resource Protection Area	☐ Potable Water Wellfield Protection Area ☐ Significant Wildlife Habitat ☒ Coastal High Hazard Area ☒ Urban/Suburban/Rural Scenic Corridor ☐ Adjacent to ELAPP property ☒ Other Airport Height Restriction 170’ ASML, 190’ AMSL			
Public Facilities:	**Comments Received**	**Objections**	**Conditions Requested**	**Additional Information/Comments**
Transportation ☒ Design Exc./Adm. Variance Requested ☐ Off-site Improvements Provided	☒ Yes ☐ No	☐ Yes ☒ No	☒ Yes ☐ No	
Service Area/ Water & Wastewater ☒Urban ☐ City of Tampa ☐Rural ☐ City of Temple Terrace	☒ Yes ☐ No	☐ Yes ☒ No	☐ Yes ☒ No	
Hillsborough County School Board Adequate ☒ K-5 ☒6-8 ☒9-12 ☐N/A Inadequate ☐ K-5 ☐6-8 ☐9-12 ☐N/A	☒ Yes ☐ No	☐ Yes ☒ No	☐ Yes ☒ No	

Impact/Mobility Fees
(Fee estimate is based on a 1,200 square foot, mobile home unit)
Mobility: $3,455
Parks: $1,957
School: $7,027
Fire: $335
Total per Mobile Home = $12,774

Single Family Modular (Fee estimate is based on a 2,000 s.f.)
Mobility: $9,183
Parks: $2,145
School: $8,227
Fire: $335
Total per House = $19,890

Comprehensive Plan:	Comments Received	Findings	Conditions Requested	Additional Information/Comments
Planning Commission ☐ Meets Locational Criteria ☒N/A ☐ Locational Criteria Waiver Requested ☐ Minimum Density Met ☒ N/A	☒ Yes ☐ No	☐ Inconsistent ☒ Consistent	☐ Yes ☒ No	

5.0 IMPLEMENTATION RECOMMENDATIONS

5.1 Compatibility

The subject property is within an area primarily residential, located adjacent to residential single-family developments in all directions.

The site is currently mostly developed with residential single-family dwellings including mobile homes and modular homes, located with Parcel A. Parcel B includes non-residential structures, previously utilized for offices and residential amenities. Many structures are to remain to continue to serve the neighborhood by providing residential amenities. An option to develop residential apartments is proposed and is limited to the existing “Pavilion.” If apartments are not developed, the building will either be used for residential amenities or will be removed.

Development Services does not foresee any compatibility concerns with the proposed Planned Development.

5.2 Recommendation

Based on the above considerations, staff finds the proposed Major Modification, subject to the conditions, approvable, subject to approval of CPA 25-34 changing the Future Land Use Designation from RES-9 to RES-16.

6.0 PROPOSED CONDITIONS

Approval - Approval of the request, subject to the conditions listed below, is based on the general site plan submitted February 5th, 2026.

1. This development is approved by integrating parcels A, B and C with the uses and conditions listed below:

1.1 Development in Parcel A of the PD shall be limited to ~~a Type C Community Residential Home and other uses as allowed under the RSMH-9 Zoning District. A Class C Special Use Permit is granted and the 500 foot distance requirement from single family zoning is waived.~~ Manufactured Home/Mobile Home park spaces, Manufactured/Modular Building rental units and associated support facilities (such as the existing Chapel shown on the site plan).

1.2 ~~Uses within Parcel B shall be as shown on the general site plan plus conventional multi-family units associated with the overall retirement home facility subject to RMC-9 Development Standards.~~ Parcel B permitted uses shall include support and amenity uses. The existing Pavilion building as noted on the site plan, may be repurposed for amenity use or rental apartments subject to the provisions of Condition 2 below. Existing buildings in Parcel B other than the Pavillion may continue as amenity/administrative support uses or if previously utilized for Community Residential Home rooms be repurposed for development amenity uses or removed.

1.3 The use of Parcel C~~, as such parcels are depicted on the general site plan, shall~~ be limited to ingress/egress to non-residential facilities on Parcels A and B, as depicted on the general site plan. No access by residents on site, parking, loading or unloading shall be allowed on Parcel C. A "No Residential Access" sign shall be placed in front of Parcel C along Majestic Lane. Access to Parcel C shall be gated and equipped with a Knox Box Rapid Entry System or similar system approved by the Hillsborough County Fire Marshall.

2. The maximum number of ~~"placed" residents in the Community Residential Home shall not exceed 1,901. This number is based on 42.25 acres of development at the LMDR maximum density of 9 units/acre and the density conversion of "placed" residents to units as stipulated in the Zoning Code. The use of portions of the property for other than the Community Residential Home shall reduce this maximum number of persons proportionate to the size of such other uses.~~ dwelling units shall not exceed 669 units. Dwelling units include mobile homes and modular rental units. Additionally, the Pavilion building may be repurposed for rental units subject to the compliance of the development with the 669-dwelling unit cap. The type of dwelling unit may be exchanged for another approved residential unit type provided the maximum 669-unit cap is not exceeded.

2.1. Concurrent with any proposed repurposing of the Pavilion building for multi-family residential uses, the developer shall:

2.1.1. Submit for site/construction plan review for compliance with LDC provisions required for a change of use.

2.1.2. Submit a list identifying the number of permitted residential units, the respective type of residential unit, the requested number of multi-family units, and calculations using

the conversion rate of 1.58 mobile home units to 1 multi-family unit demonstrating the maximum 669-unit cap is not exceeded.

~~3. Full food service from a congregate kitchen shall be made available to each resident of the Community Residential Home. The developer may, at his option, provide an individual kitchen in the private living quarters/sleeping rooms.~~

~~4. Existing living quarter units with kitchens shall be considered are "grandfathered" per the development's Zoning Conformance only determination in 1991. Certificates of Occupancy for all future living quarter units shall be granted issued only for units of modular construction.~~

~~5.~~3. Buffering and screening shall be provided in accordance with Section 6.06.06 of the Hillsborough County Land Development Code.

~~5~~3.1 A Type "A" 10 foot buffer with a 6' PVC fence, shall be provided from Parcel C to the adjacent residential property with folio number 004455.0000, as depicted on the general site plan.

~~6.~~4. The development is approved with ~~four~~ two access points as shown on the general development plan.

~~6~~4.1 Access Point~~s~~ II~~, III and IV,~~ as depicted on the general site plan, shall only be permitted to be accessed from 8 a.m. to 6 p.m. except as further limited on Condition (~~6~~4.2) below.

~~6~~4.2 Access Point~~s~~ II ~~and III~~, as depicted on the general site plan, shall be gated and closed at all times. ~~Such~~ Access Points II ~~and III~~ shall only be used:

~~(i)~~4.2.1. for the delivery and extraction of mobile and modular homes;

~~(ii)~~4.2.2 in the event of an emergency by public safety and emergency personnel;

~~(iii)~~4.2.3 by construction vehicles (for example dump trucks, concrete trucks, trucks delivering and picking up construction materials, and trucks delivering and picking up construction dumpsters) and vehicles that due to their weight, dimensions, configuration, load, or destination within Parcels A or B (as depicted on the general site plan) cannot feasibly use Access Point ~~IV~~I (for example, semi tractor-trailers, semi tractor-flatbeds, trucks carrying very large loads and large utility vehicles); and

~~(iv)~~4.2.4 upon not less than twenty-four (24) hours' notice directed to Code Enforcement via the County website/email (report a concern section), in the event and for such duration that Access Point I is physically blocked; provided that no such advance notice shall be required in event of emergency.

~~7.~~5. If approved, the Developer shall comply with all rules and regulations as found in the Hillsborough County Land Development Code, Transportation Technical Manual (TTM), and all other ordinances and standards in effect at the time of development, redevelopment, or change of use.

6. Notwithstanding anything on the PD general site plan or herein these conditions to the contrary, bicycle and pedestrian access may be permitted anywhere along PD project boundaries.

7. All construction ingress and egress shall be limited to the approved project access connections shown on the PD site plan. The developer shall include a note in each site/construction plan submittal which indicates same.

8. If PD 26-0216 is approved, the County Engineer will approve a Section 6.04.02.B. Administrative Variance (dated December 22, 2025, and revised February 6, 2026) which was found approvable by the County Engineer (on February 11, 2026), for the Waters Avenue substandard road improvements required pursuant to Section 6.04.03.L of the LDC. Approval of this Administrative Variance will waive the required substandard road improvements along Waters Avenue.

~~8.~~9. If the notes and/or graphic on the site plan are in conflict with specific zoning conditions and/or the Land Development Code (LDC) regulations, the more restrictive regulation shall apply, unless specifically conditioned otherwise. References to development standards of the LDC in the above stated conditions shall be interpreted as the regulations in effect at the time of preliminary site plan approval.

~~9.~~10. Within one hundred twenty (120) days of this Plan Development approval, all site improvements and other actions necessary to comply with site development regulations, Transportation Technical Manual and all other applicable County requirements shall be completed.

11. Approval of this zoning petition by Hillsborough County does not constitute a guarantee that the Environmental Protection Commission of Hillsborough County (EPC) approvals/permits necessary for the development as proposed will be issued, does not itself serve to justify any impact to wetlands, and does not grant any implied or vested right to environmental approvals.

12. The construction and location of any proposed wetland impacts are not approved by this correspondence but shall be reviewed by EPC staff under separate application pursuant to the EPC Wetlands rule detailed in Chapter 1-11, Rules of the EPC, (Chapter 1-11) to determine whether such impacts are necessary to accomplish reasonable use of the subject property.

13. Prior to the issuance of any building or land alteration permits or other development, the approved wetland / other surface water (OSW) line must be incorporated into the site plan. The wetland/OSW line must appear on all site plans, labeled as “EPC Wetland Line”, and the wetland must be labeled as “Wetland Conservation Area” pursuant to the Hillsborough County Land Development Code (LDC).

14. Final design of buildings, stormwater retention areas, and ingress/egresses are subject to change pending formal agency jurisdictional determinations of wetland and other surface water boundaries and approval by the appropriate regulatory agencies.

15. In accordance with LDC Section 5.03.07.C, the certified PD general site plan shall expire for the internal transportation network and external access points, as well as for any conditions related to the internal transportation network and external access points, if site construction plans, or equivalent thereof, have not been approved for all or part of the subject Planned Development within 5 years of the effective date of the PD unless an extension is granted as provided in the LDC. Upon expiration, re-certification of the PD General Site Plan shall be required in accordance with provisions set forth in LDC Section 5.03.07.C.

Zoning Administrator Sign Off:	J. Brian Grady

SITE, SUBDIVISION AND BUILDING CONSTRUCTION IN ACCORDANCE WITH HILLSBOROUGH COUNTY SITE DEVELOPMENT PLAN & BUILDING REVIEW AND APPROVAL.

Approval of this re-zoning petition by Hillsborough County does not constitute a guarantee that the project will receive approvals/permits necessary for site development as proposed will be issued, nor does it imply that other required permits needed for site development or building construction are being waived or otherwise approved. The project will be required to comply with the Site Development Plan Review approval process in addition to obtain all necessary building permits for on-site structures.

7.0 ADDITIONAL INFORMATION AND/OR GRAPHICS

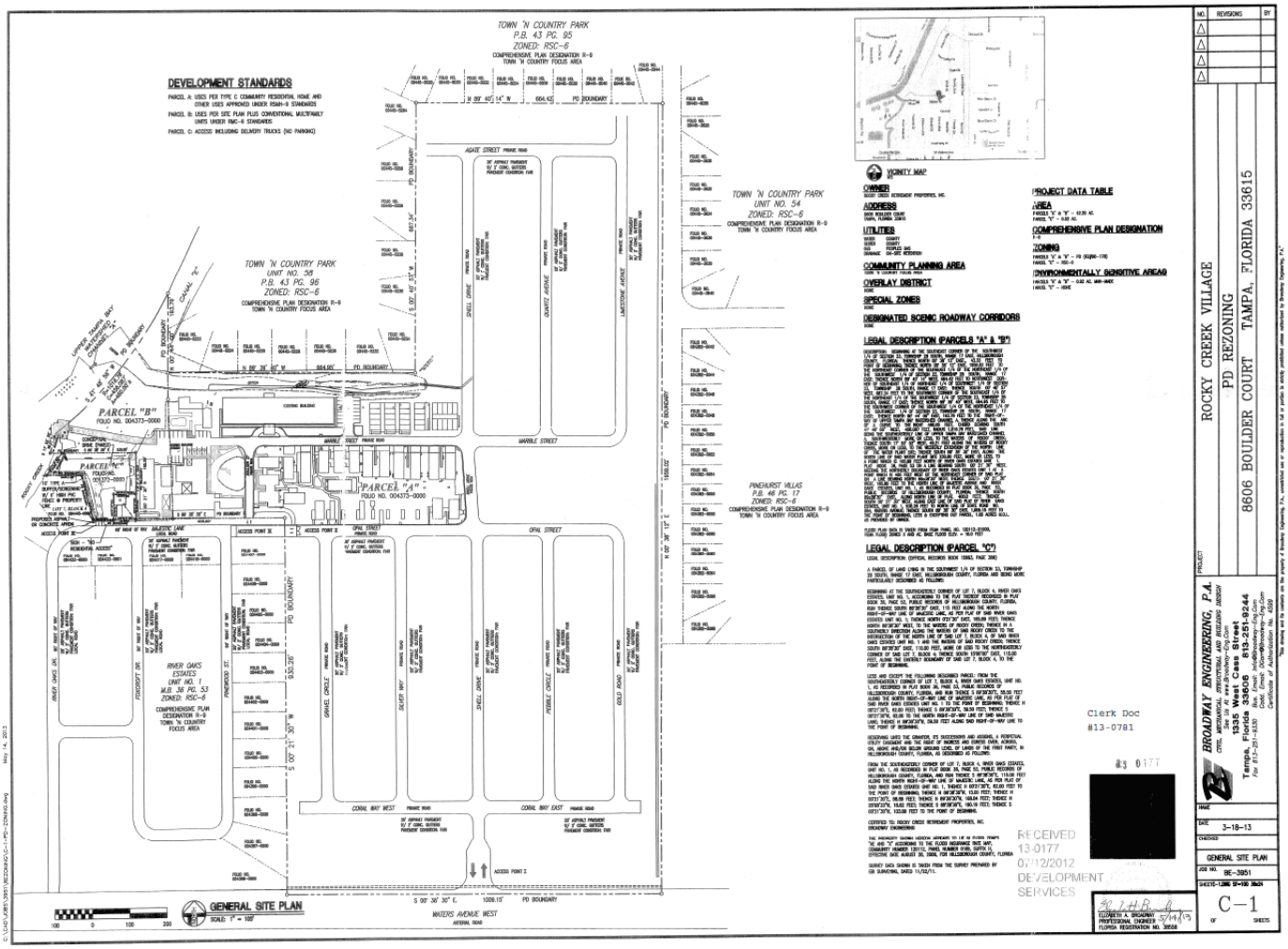
Property Violation History

Agency	Number	Violation	Status
Code Enforcement*			
☐ None current or pending			
☒ Violation(s)	HC-CE 25-003215	Mobile home conversion	No violation
	HC-CE 25-006091	No A/C, pests	No violation
	HC-CE 25-008644	Termites	No violation
Building Code Compliance*			
☒ None current or pending			
☐ Violation(s)			
Natural Resources*			
☒ None current or pending			
☐ Violation(s)			
EPC*			
☒ None current or pending			
☐ Violation(s)			

*past 12 months from intake date

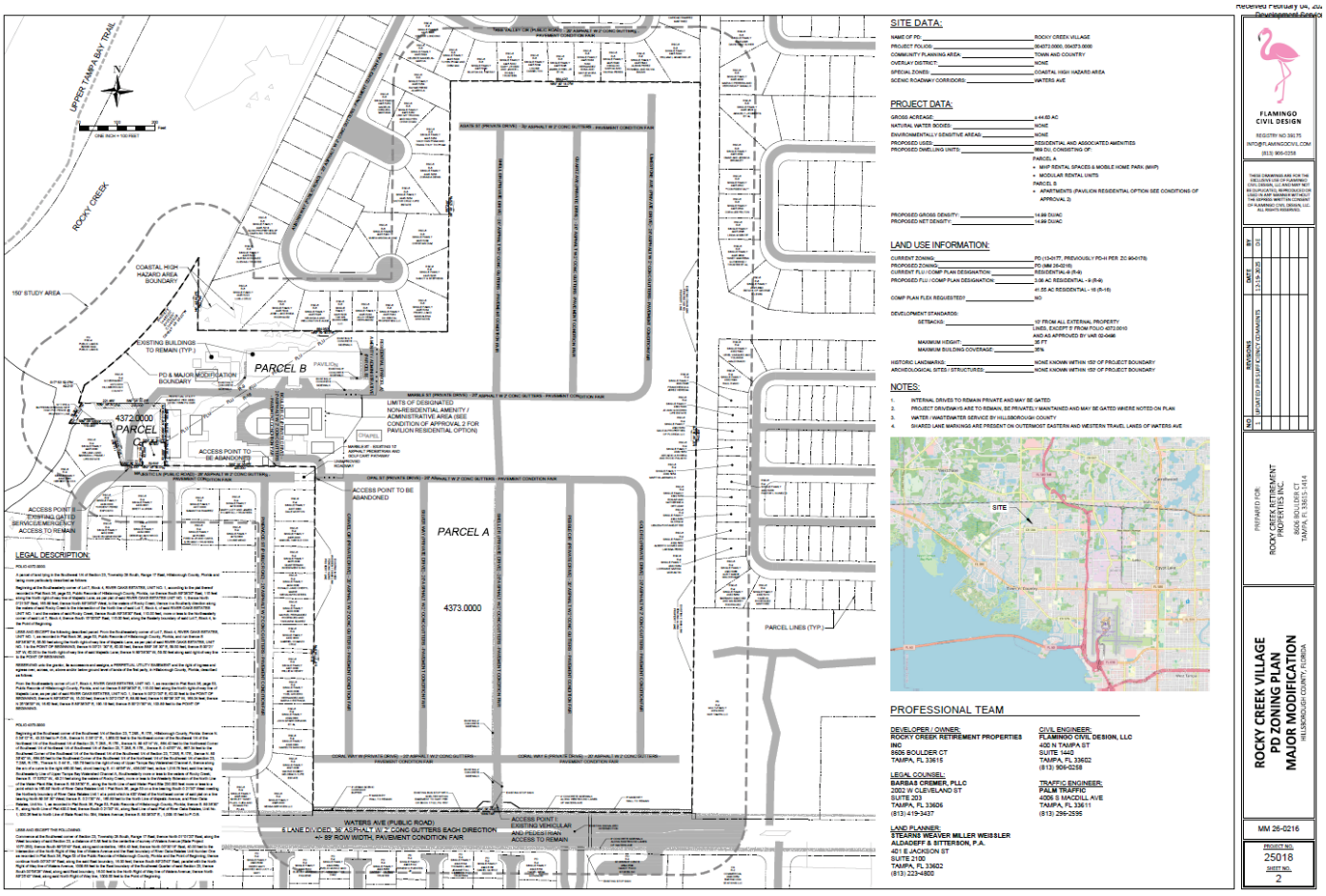
8.0 SITE PLANS (FULL)

8.1 Approved Site Plan



8.0 SITE PLANS (FULL)

8.2 Proposed Site Plan



9.0 FULL TRANSPORTATION REPORT (see following pages)

AGENCY REVIEW COMMENT SHEET

TO: Zoning Technician, Development Services Department	DATE: 02/17/2026
REVIEWER: Jessica Kowal, MPA, Principal Planner	AGENCY/DEPT: Transportation
PLANNING AREA: Town N Country	PETITION NO: PD 26-0216

[ ] This agency has no comments.

[ ] This agency has no objection.

[X] This agency has no objection, subject to the listed or attached conditions.

[ ] This agency objects for the reasons set forth below.

CONDITIONS OF APPROVAL

Revised Conditions

1. This development is approved by integrating parcels A, B and C with the uses and conditions listed below:
   1.1. Development in Parcel A of the PD shall be limited to ~~a Type C Community Residential Home and other uses as allowed under the RSMH-9 Zoning District. A Class C Special Use Permit is granted and the 500 foot distance requirement from single-family zoning is waived.~~ mobile home park, modular rental units and associated support facilities (such as the existing Chapel shown on the site plan).
   1.2. ~~Uses within Parcel B shall be as shown on the general site plan plus conventional multi-family units associated with the overall retirement home facility subject to RMC-9 Development Standards~~. Parcel B permitted uses shall include support and amenity uses. The existing Pavilion building as noted on the site plan, may be repurposed for amenity use or rental apartments subject to the provisions of Condition 2.1 below. Existing buildings in Parcel B other than the Pavillion may continue as amenity/administrative support uses or if previously utilized for Community Residential Home rooms be repurposed for development amenity uses or removed.
   1.3. The use of Parcel C, ~~as such parcels are depicted on the general site plan,~~ shall be limited to ingress/egress to non-residential facilities on Parcels A and B, as depicted on the general site plan. No access by residents on site, parking, loading or unloading shall be allowed on Parcel C. A "No Residential Access" sign shall be placed in front of Parcel C along Majestic Lane. Access to Parcel C shall be gated and equipped with a Knox Box Rapid Entry System or similar system approved by the Hillsborough County Fire Marshall.

2. The maximum number of ~~"placed" residents in the Community Residential Home shall not exceed 1,901. This number is based on 42.25 acres of development at the LMDR maximum density of 9 units/acre and the density conversion of "placed" residents to units as stipulated in the Zoning Code. The use of portions of the property for other than the Community Residential Home shall reduce this maximum number of persons proportionate to the size of such other uses.~~ dwelling units shall not exceed 669 units. Dwelling units include mobile homes and modular rental units. Additionally, the Pavilion building may be repurposed for rental units subject to the compliance of the development with the 669-dwelling unit cap. The

type of dwelling unit may be exchanged for another approved residential unit type provided the 669-unit cap is not exceeded.

2.1. Concurrent with any proposed repurposing of the Pavilion building for multi-family residential uses, the developer shall:

2.1.1. Submit for site/construction plan review for compliance with LDC provisions required for a change of use.

2.1.2. Submit a list identifying the number of permitted residential units, the respective type of residential unit, the requested number of multi-family units, and calculations using the conversion rate of 1.58 mobile home units to 1 multi-family unit demonstrating the 669-unit cap is not exceeded.

6. The development is approved with ~~four~~ two access points as shown on the general development plan.

6.1. Access Point~~s~~ II, ~~III and IV,~~ as depicted on the general site plan, shall only be permitted to be accessed from 8 a.m. to 6 p.m. except as further limited on Condition (6.2) below.

6.2. Access Point~~s~~ II ~~and III~~, as depicted on the general site plan, shall be gated and closed at all times. ~~Such~~ Access Point~~s~~ II ~~and III~~ shall only be used:

6.2.1. for the delivery and extraction of mobile and modular homes;

6.2.2. in the event of an emergency by public safety and emergency personnel;

6.2.3. by construction vehicles (for example dump trucks, concrete trucks, trucks delivering and picking up construction materials, and trucks delivering and picking up construction dumpsters) and vehicles that due to their weight, dimensions, configuration, load, or destination within Parcels A or B (as depicted on the general site plan) cannot feasibly use Access Point ~~IV~~I (for example, semi tractor-trailers, semi tractor-flatbeds, trucks carrying very large loads and large utility vehicles); and

6.2.4. upon not less than twenty-four (24) hours' notice directed to Code Enforcement via the County website/email (report a concern section), in the event and for such duration that Access Point I is physically blocked; provided that no such advance notice shall be required in event of emergency.

7. If approved, the Developer shall comply with all rules and regulations as found in the Hillsborough County Land Development Code, Transportation Technical Manual (TTM), and all other ordinances and standards in effect at the time of plat/site/construction plan review for development, redevelopment, or change of use.

New Conditions

- Notwithstanding anything on the PD general site plan or herein these conditions to the contrary, bicycle and pedestrian access may be permitted anywhere along PD project boundaries.

- All construction ingress and egress shall be limited to the approved project access connections shown on the PD site plan. The developer shall include a note in each site/construction plan submittal which indicates same.

- If PD 26-0216 is approved, the County Engineer will approve a Section 6.04.02.B. Administrative Variance (dated December 22, 2025, and revised February 6, 2026) which was found approvable by the County Engineer (on February 11, 2026), for the Waters Avenue substandard road improvements required pursuant to Section 6.04.03.L of the LDC. Approval of this Administrative Variance will waive the required substandard road improvements along Waters Avenue.

PROJECT SUMMARY AND ANALYSIS

The applicant is requesting a Major Modification to Planned Development (PD) 13-0177. The applicant is proposing to remove the Community Residential Home Type C use and add the option for multi-family units within the existing pavilion building. A companion Comprehensive Plan Amendment is being requested for a change in Future Land Use from RES-9 to RES-12.

The applicant has also proposed the option to repurpose the existing pavilion building for multi-family use. Due to the relatively small area proposed to be repurposed for multi-family use, Transportation Review Staff has agreed to an exchange rate from mobile home units to multi-family apartment units (one multi-family unit equals 1.58 mobile home units).

Trip Generation Analysis

As required pursuant to the Development Review Procedures Manual (DRPM), the applicant submitted a trip generation analysis for the proposed project. Staff prepared a comparison of the trips potentially generated under the existing and proposed zoning designations, utilizing a generalized worst-case scenario. The data presented below is based on the Institute of Transportation Engineer's *Trip Generation Manual, 12th Edition*.

Approved Zoning:

Zoning, Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
PD, 338-unit Mobile Home Park (ITE LUC 240)	2,660	88	155
PD, 1,901-placed resident Congregate Care Facility (ITE LUC 253)	923	43	68
Total	3,583	131	223

Proposed Zoning:

Zoning, Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
PD, 669-unit Mobile Home Park (ITE LUC 240)	5,265	174	308

Trip Generation Difference:

	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
Difference	+ 1,682	+ 43	+ 85

TRANSPORTATION INFRASTRUCTURE SERVING THE SITE

The subject site has frontage on W Waters Ave and Majestic Ln.

W Waters Ave is a 6-lane, divided, substandard urban arterial roadway. The roadway is characterized by +/- 11-foot-wide travel lanes with shared bike lanes in average condition, and +/- 5-foot-wide sidewalks along the north side and +/- 7-foot-wide sidewalks along the south side of the roadway within the vicinity of the proposed project. The roadway lies within a +/- 89-foot-wide right-of-way.

Majestic Ln is a 2-lane, undivided, substandard local (residential) roadway characterized by +/- 28 feet of pavement in average condition, and no sidewalks on either side of the roadway within the vicinity of the project. The roadway lies within a +/- 60-foot-wide right of way.

SITE ACCESS AND CONNECTIVITY

There are four existing access connections to the subject site. The primary access connection to W Waters Ave is proposed to remain.

Two approved access connections to Majestic Ln are proposed to be removed with this modification, one through Boulder Cr and the other through Opal St. These connections are approved on the existing PD but are not currently used by the development.

The existing access to Parcel C on the PD site plan from Majestic Ln is proposed to remain as emergency access and service access for the development.

There is an existing bus stop along the W Waters Ave project frontage.

SUBSTANDARD ROADS

W Waters Ave is a substandard roadway as it does not comply with the applicable TS-6 typical section.

According to the Hillsborough County Transportation Technical Manual (TTM) a TS-6 urban collector/arterial (4-lane divided) typical section has 11-foot-wide lanes with 7-foot-wide bike lanes and 5-foot-wide sidewalks on both sides within a minimum of 110 feet of right of way.

The applicant has submitted an Administrative Variance for substandard roads addressing W Waters Ave. The request is discussed in the Requested Administrative Variance section below.

Majestic Ln is a substandard roadway as it does not comply with the applicable TS-3 typical section. This existing, proposed-to-remain, access is restricted to service vehicles and emergency vehicles, therefore the applicant will not be required to address the substandard condition of this roadway.

REQUESTED ADMINISTRATIVE VARIANCE, SUBSTANDARD ROAD – W Waters Ave

As W Waters Ave is a substandard roadway, the applicant's EOR submitted a Section 6.04.02.B. Administrative Variance Request (dated December 22, 2025, and revised February 6, 2026) which was found approvable by the County Engineer (on February 11, 2026) for the W Waters Ave substandard road improvements. Approval of this Administrative Variance will waive the substandard road improvements required by Section 6.04.03.L of the LDC.

In PD 26-0216 is approved by the Board of County Commissioners, the County Engineer will approve the above referenced Administrative Variance Request.

ROADWAY LEVEL OF SERVICE (LOS) INFORMATION

The roadway level of service provided below for W Waters Ave is for informational purposes only.

Generalized Level of Service				
Roadway	**From**	**To**		**Peak Hr.**

			LOS Standard	Directional LOS
W Waters Ave	Sheldon Rd	Hanley Rd	D	C

Source: 2024 Hillsborough County Level of Service (LOS) Report

Hillsborough County
City-County
Planning Commission

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Unincorporated Hillsborough County Rezoning Consistency Review	
Hearing Date: February 23, 2026 **Report Prepared**: February 12, 2026	**Case Number**: MM 26-0216 **Folio(s)**: 4373.0000 & 4372.0000 **General Location**: North of West Waters Avenue, west of Pinehurst Drive, and east of Sheldon Road
Comprehensive Plan Finding	**CONSISTENT**
Adopted Future Land Use	Residential-9 (9 du/ga; 0.50 FAR) *Pending HC/CPA 25-34 to Residential-16 (16 du/ga; 0.50 FAR) The portion that is in the CHHA is to remain RES-9
Service Area	Urban
Community Plan(s)	Town N' Country
Rezoning Request	Major Modification (MM) to Planned Development (PD) 13-0177 to allow for 669 Mobile Home dwelling units
Parcel Size	44.63± acres
Street Functional Classification	West Waters Avenue – **County Arterial** Shell Drive – **Local** Sheldon Road – **County Arterial**
Commercial Locational Criteria	N/A

Evacuation Area	Zone A

Table 1: COMPARISON OF SURROUNDING PROPERTIES			
Vicinity	**Future Land Use Designation**	**Zoning**	**Existing Land Use**
Subject Property	Residential-9	PD	Mobile Home Park
North	Residential-6	RSC-6 + PD	Public/Quasi-Public/Institutions + Single Family
South	Residential-2 + Residential-4	PD + RSC-6	Vacant Land + Public/Quasi-Public/Institutions + Single Family + Light Commercial
East	Residential-6 + Residential-9 + Office Commercial-20	RSC-6 + PD	Single Family + Public/Quasi-Public/Institutions + Light Commercial + Multi-Family
West	Residential-6 + Residential-12	RSC-6 + PD + CN	Single Family + Public/Quasi-Public/Institutions

Staff Analysis of Goals, Objectives and Policies:

The 44.63-acre subject property is located north of West Waters Avenue, west of Pinehurst Drive, and east of Sheldon Road. The site lies within the Urban Service Area (USA) and the boundaries of the Town 'N Country Community Plan. A portion of the site is in the Coastal High Hazard Area (CHHA). The applicant is requesting a Major Modification (MM) to Planned Development (PD) 13-0177 to allow for 669 mobile home dwelling units, which are currently existing on the property.

The site is designated as Residential-9 (RES-9) on the Future Land Use Map (FLUM); however, there is a pending Comprehensive Plan Map Amendment (HC/CPA 25-34) to change a portion of the site's designation to Residential-16 (RES-16). The requested Major Modification is concurrent with and dependent upon approval of that amendment. The RES-16 category permits a maximum density of 16 dwelling units per gross acre and a maximum intensity of 0.50 Floor Area Ratio (FAR). The analysis in this

report is based on the pending RES-16 designation. With 41.55 acres in the RES-16, the site could be considered for up to 664 dwelling units and with 3.08 acres being within the RES-9 category, 27 dwelling units can be considered totaling the maximum density to be up to 691 dwelling units. The request for 669 units is within the allowable density and does not propose any additional units or physical expansion beyond the existing development, which is consistent with development expected in these categories.

The property is located within the Urban Service Area, where Future Land Use Section (FLUS) Objective 1.1 directs 80 percent of the County's anticipated growth. FLUS Policy 3.1.3 requires new development to be compatible with surrounding uses, clarifying that compatibility refers to sensitivity in preserving the character of existing development rather than sameness. The surrounding area includes a mix of single-family residential, multi-family residential, light commercial, and public/quasi-public uses. Single-family homes surround the site, with multi-family uses immediately to the east. Additional mobile home park uses are located to the west, along with the Upper Tampa Bay Watershed to the northwest. Light commercial uses are concentrated along West Waters Avenue to the south and southeast, including a family health center, Suncoast Credit Union, convenience retail, and fuel services. Further commercial development is located near the intersection of Sheldon Road and West Waters Avenue, approximately 2,000 feet from the site, and includes grocery, retail, and restaurant uses. The Veterans Expressway is approximately two miles west. Collectively, this development pattern demonstrates that the existing mobile home community is compatible with the surrounding mix of residential and supporting commercial uses, consistent with FLUS Objective 1.1 and Policy 3.1.3.

The Housing Section of the Unincorporated Hillsborough Comprehensive Plan supports a range of housing options to meet the needs of current and future residents. Housing Objective 1.1 and Policy 1.1.8 encourage a variety of housing types, including single-family, multi-family, and missing middle housing, to diversify the housing stock across income levels. Policy 1.2.9 recognizes manufactured housing and mobile homes as a viable source of affordable housing. Although the units on the subject site may not all be income-restricted, they contribute to the availability of attainable housing options in the area. Additionally, Policy 1.6.17 promotes stabilization of existing neighborhoods through preservation of affordable housing and avoidance of displacement. The proposed Major Modification is consistent with Objective 1.1 and its associated policies.

FLUS Policy 4.3.12 states that there shall be a prohibition of the development of new mobile home parks within the Coastal High Hazard Area. The proposed major modification does not introduce new mobile home park development, as the site already consists of existing development; therefore, the proposed modification meets the intent of this policy direction. Additionally, FLUS Policy 2.3.5 states that density bonuses outlined in the Comprehensive Plan shall not be applicable to properties within the Coastal High Hazard Area. The proposed modification does not request or rely upon any density bonus or increase in density; therefore, the proposal is consistent with FLUS Policy 2.3.5 and remains in compliance with the Comprehensive Plan.

FLUS Goal 2 and Objectives 2.1 and 2.2 establish the FLUM and define the range and character of uses within each land use category, based on building type, density, intensity, and functional characteristics. The RES-16 category allows for residential uses, as well as agricultural, neighborhood commercial, office, mixed-use, and multi-purpose projects consistent with its intended character. The current development, Rocky Creek Village Mobile Home Park, has evolved over time. Originally developed in 1970 under Multi-Family Residential/Mobile Home Park (R-3MH) and Agriculture zoning, the site contained 318 mobile homes by 1975. Over the following decades, older units were replaced with larger units, accessory amenities were added, and portions of the site were converted to Assisted Living Facility (ALF) uses. In

1990, as part of countywide zoning conformance following adoption of the Comprehensive Plan, the property was rezoned to Planned Development-Housing (PD-H) with specific conditions. Subsequent modifications included expansion of ALF facilities, including a 56-bed facility added in 2006. In 2013, the site was rezoned to PD 13-0177 to incorporate a County-owned parcel and address access and technical zoning matters, while readopting prior conditions and grandfathered provisions.

According to the applicant, although the development has remained largely unchanged since 2006, the market for ALF services has shifted significantly following COVID-19. The 56-bed ALF facility and several associated units are no longer in operation. The current request seeks to maintain the mobile home residential use consistent with the RES-16 designation. As the proposed density does not exceed the maximum allowed under RES-16 and does not introduce new units, the request is consistent with FLUS Goal 2 and Objective 2.1.

The Comprehensive Plan requires development to meet or exceed applicable Land Development Regulations (FLUS Objective 4.1 and Policies 4.1.1 and 4.1.2). At the time of this report, Transportation comments were not available in Optix and therefore were not included in this analysis.

The proposal also satisfies FLUS Objective 4.4 and Policy 4.4.1, which require compatibility with surrounding neighborhoods. The predominant surrounding uses are residential, complemented by public/quasi-public and light commercial development. While RES-16 permits a higher density than adjacent Residential-4 (RES-4), Residential-6 (RES-6), and Residential (RES-9) Future Land Use categories, all surrounding properties are residential in character, creating a logical transition among residential density categories. Higher-density categories such as RES-12 (approximately 0.20 miles west) and Residential-20 (RES-20) (approximately 0.50 miles east) further demonstrate that the proposed designation is consistent with the broader development pattern in the area.

FLUS Objective 3.2 and Policy 3.2.4 require consistency between community plans and the Comprehensive Plan. The site is located within the Town ‘N Country Community Plan area. Goal 3 of that plan emphasizes strengthening code enforcement efforts and maintaining community standards. Bringing the existing development into alignment with current regulatory standards supports this goal.

In summary, staff finds that the proposed Major Modification is compatible with the surrounding development pattern, meets the intent of the Town ‘N Country Community Plan and is consistent with the Goals, Objectives, and Policies of the Unincorporated Hillsborough County Comprehensive Plan.

Recommendation

Based upon the above considerations and the following Goals, Objectives and Policies, Planning Commission staff finds the proposed Major Modification **CONSISTENT** with the *Unincorporated Hillsborough County Comprehensive Plan,* subject to the conditions proposed by the Development Services Department.

FUTURE LAND USE SECTION

Urban Service Area

Objective 1.1: *Hillsborough County shall pro-actively direct new growth into the urban service area with the goal that at least 80% of all population growth will occur within the USA during the planning horizon*

of this Plan. Within the Urban Service Area, Hillsborough County will not impede agriculture. Building permit activity and other similar measures will be used to evaluate this objective.

Compatibility

Policy 3.1.3: *Compatibility is defined as the characteristics of different uses or activities or design which allow them to be located near or adjacent to each other in harmony. Some elements affecting compatibility include the following: height, scale, mass and bulk of structures, pedestrian or vehicular traffic, circulation, access and parking impacts, landscaping, lighting, noise, odor and architecture. Compatibility does not mean "the same as." Rather, it refers to the sensitivity of development proposals in maintaining the character of existing development.*

Land Use Categories

Objective 2.2: *The Future Land Use Map (FLUM) shall identify Land Use Categories summarized in the table below, that establish permitted land uses and maximum densities and intensities.*

Policy 2.2.1: *The character of each land use category is defined by building type, residential density, functional use, and the physical composition of the land. The integration of these factors sets the general atmosphere and character of each land use category. Each category has a range of potentially permissible uses which are not exhaustive, but are intended to be illustrative of the character of uses permitted within the land use designation. Not all of those potential uses are routinely acceptable anywhere within that land use category.*

Relationship to Land Development Regulations

Objective 4.1: *All existing and future land development regulations shall be made consistent with the Comprehensive Plan, and all development approvals shall be consistent with those development regulations as per the timeframe provided for within Chapter 163, Florida Statutes. Whenever feasible and consistent with Comprehensive Plan policies, land development regulations shall be designed to provide flexible, alternative solutions to problems.*

Policy 4.1.1: *Each land use plan category shall have a set of zoning districts that may be permitted within that land use plan category, and development shall not be approved for zoning that is inconsistent with the plan.*

Policy 4.1.2: *Developments must meet or exceed the requirements of all land development regulations as established and adopted by Hillsborough County, the state of Florida and the federal government unless such requirements have been previously waived by those governmental bodies.*

Neighborhood/Community Development

Objective 4.4: Neighborhood Protection – *The neighborhood is the functional unit of community development. There is a need to protect existing, neighborhoods and communities and those that will emerge in the future. To preserve, protect, and enhance neighborhoods and communities, all new development must conform to the following policies.*

Policy 4.4.1: *Development and redevelopment shall be integrated with the adjacent land uses through:*

a) the creation of like uses; or
b) creation of complementary uses; or
c) mitigation of adverse impacts; and
d) transportation/pedestrian connections

Land Use Suitability

Objective 4.3: *Development orders shall not be issued unless development is suitable for the physical conditions of the land, including, but not limited to, topographical and soil conditions and development mitigates those adverse impacts that it creates upon the physical conditions of the land that may affect the health, safety and/or welfare of the people who live and work within those particular areas.*

Policy 4.3.12: *Prohibit the development of new mobile home parks within the Coastal High Hazard Area.*

HOUSING SECTION

Objective 1.1: *Support a range of housing options to affordably meet the needs of current and future residents.*

Policy 1.1.8: *Encourage a variety of housing types, including single-family, multi-family, and missing middle housing, to diversify the housing stock and provide Hillsborough County residents with more housing options across a range of income levels.*

Objective 1.2: *Prioritize the provision of affordable housing and implement development incentives that increase affordable housing opportunities.*

Policy 1.2.9: *Manufactured housing and mobile homes shall be acknowledged as a viable means to provide affordable housing.*

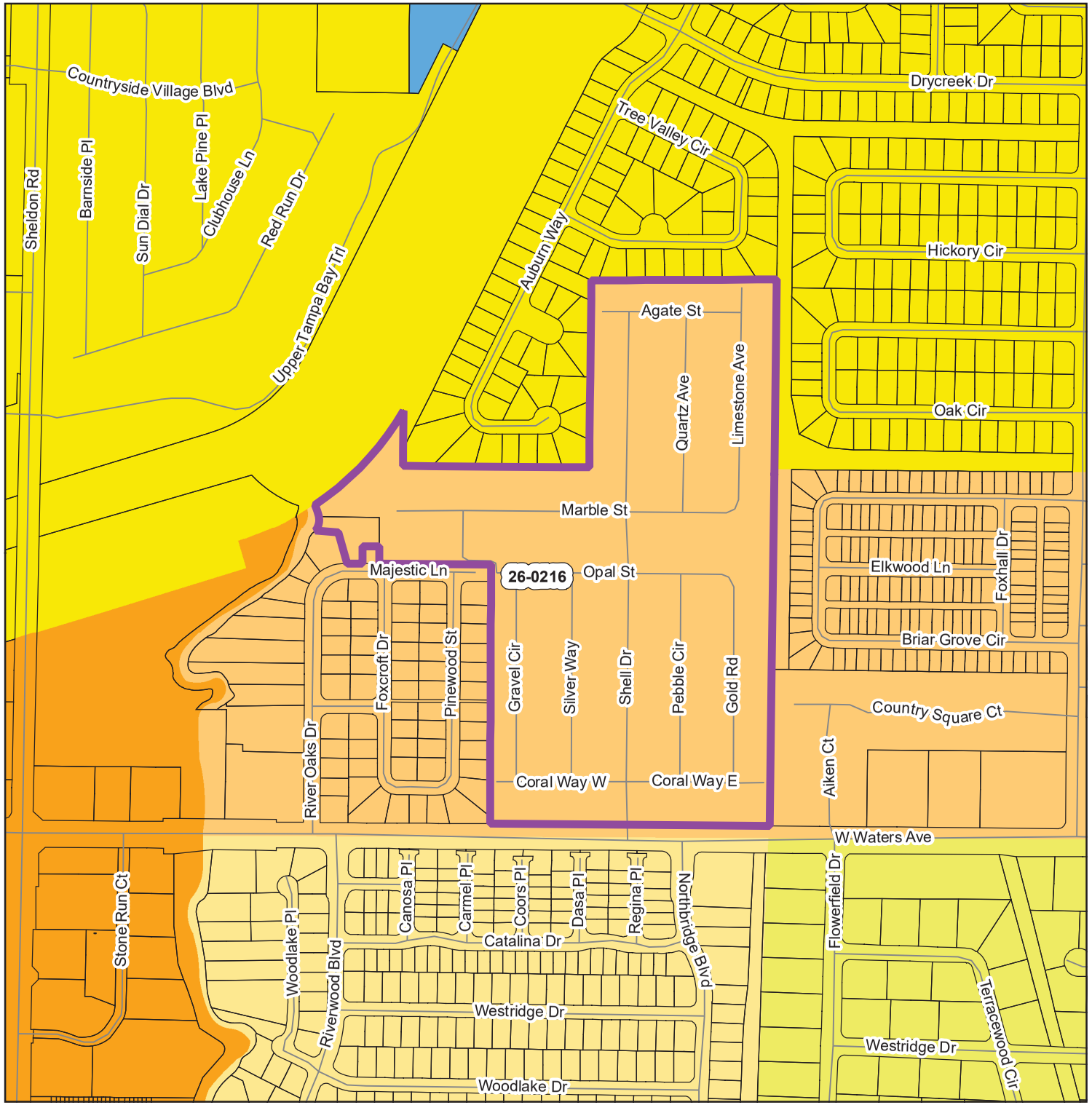
Policy 1.6.17: *Stabilize existing neighborhoods by preserving affordable housing units and improving housing conditions as an alternative to household displacement.*

Density and Bonuses

Policy 2.3.5: *Density bonuses outlined in the Comprehensive Plan shall not be applicable to properties within the Coastal High Hazard Area.*

LIVABLE COMMUNITIES ELEMENT: TOWN 'N COUNTY COMMUNITY PLAN

Goal 3: *Strengthen Code Enforcement Efforts*
A high level of code enforcement is desired within Town 'N Country



HILLSBOROUGH COUNTY FUTURE LAND USE

MM 26-0216

Rezonings

STATUS

- PENDING

- Tampa Service Area
- Urban Service Area
- Shoreline
- County Boundary
- Jurisdiction Boundary
- Roads
- Parcels
- AGRICULTURAL/MINING-1/20 (.25 FAR)
- PEC PLANNED ENVIRONMENTAL COMMUNITY-1/2 (.25 FAR)
- AGRICULTURAL-1/10 (.25 FAR)
- AGRICULTURAL/RURAL-1/5 (.25 FAR)
- AGRICULTURAL ESTATE-1/2.5 (.25 FAR)
- RESIDENTIAL-1 (.25 FAR)
- RESIDENTIAL-2 (.25 FAR)
- RESIDENTIAL PLANNED-2 (.35 FAR)
- RESIDENTIAL-4 (.25 FAR)
- RESIDENTIAL-6 (.25 FAR)
- RESIDENTIAL-9 (.35 FAR)
- RESIDENTIAL-12 (.35 FAR)
- RESIDENTIAL-16 (.35 FAR)
- RESIDENTIAL-20 (.35 FAR)
- RESIDENTIAL-35 (1.0 FAR)
- NEIGHBORHOOD MIXED USE-4 (3) (.35 FAR)
- SUBURBAN MIXED USE-6 (.35 FAR)
- COMMUNITY MIXED USE-12 (.50 FAR)
- URBAN MIXED USE-20 (1.0 FAR)
- REGIONAL MIXED USE-35 (2.0 FAR)
- INNOVATION CORRIDOR MIXED USE-35 (2.0 FAR)
- OFFICE COMMERCIAL-20 (.75 FAR)
- RESEARCH CORPORATE PARK (1.0 FAR)
- ENERGY INDUSTRIAL PARK (.50 FAR USES OTHER THAN RETAIL, .25 FAR RETAIL/COMMERCE)
- LIGHT INDUSTRIAL PLANNED (.75 FAR)
- LIGHT INDUSTRIAL (.75 FAR)
- HEAVY INDUSTRIAL (.75 FAR)
- PUBLIC/QUASI-PUBLIC
- NATURAL PRESERVATION
- WIMAUMA VILLAGE RESIDENTIAL-2 (.25 FAR)
- CITRUS PARK VILLAGE

N W E S

0 275 550 825 1,100 Feet

Map Printed from Rezoning System: 12/10/2025

Author: Samantha Landes

File: G:\RezoningSystem\MapProjects\HC\SamLandes_hcRezoning.mxd

Hillsborough County City-County Planning Commission