

BOCC Land Use Meeting Date: November 12, 2025

Hillsborough
County Florida

Development Services Department

1.0 APPLICATION SUMMARY

Applicant: JP Morgan Chase Bank, National Association

FLU Category: UMU-20 (Urban Mixed Use – 20)

Service Area: Urban

Site Acreage: 4.85

Community Plan Area: East Lake/Orient Park

Overlay: None



Introduction Summary

PD 21-0560 was approved in 2021 to allow the property located along the north side of Brian Road to be developed for multi-family use with up to 97 dwelling units. The applicant is requesting a modification to allow the property to be used for a four-story parking facility.

Existing Approvals	Proposed Modifications
Site development to allow a 97 multi-family-dwellings with up to 4 stories and a maximum height of 50 feet.	Site development to allow for a parking facility with up to 1,800 spaces, 4 stories in height up to 50 feet.
Access points are located to Ellen Avenue and Bryan Road Rights-of-Ways.	<p>Include a shared access connection to the adjoining property to the east.</p> <p>Remove the Ellen Avenue and Bryan Road vehicular access points.</p> <p>Include a pedestrian access point along Ellen Avenue</p>

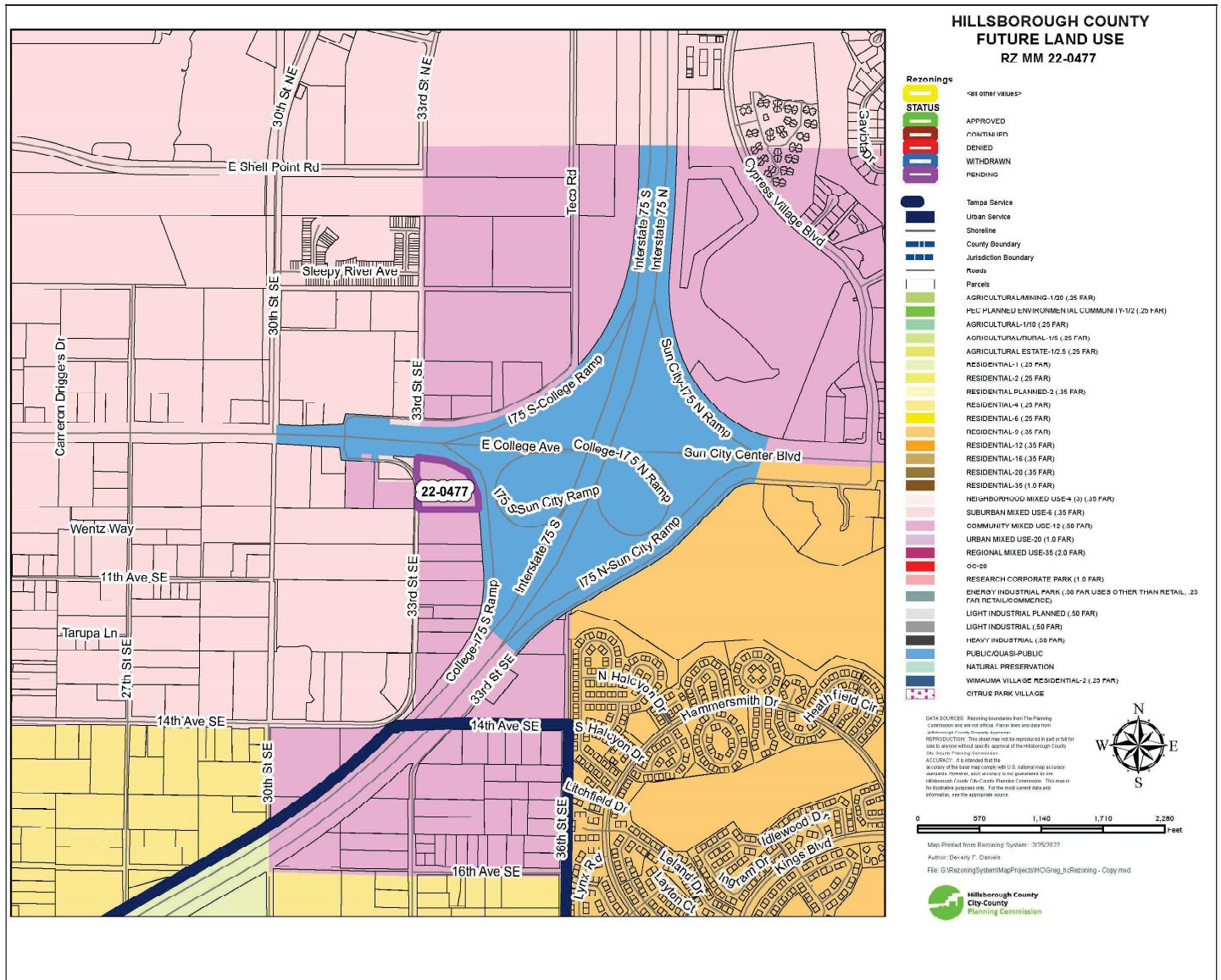
Additional Information

PD Variations	LDC Part 6.05.00 (Parking/Loading)
Waivers to the Land Development Code	None

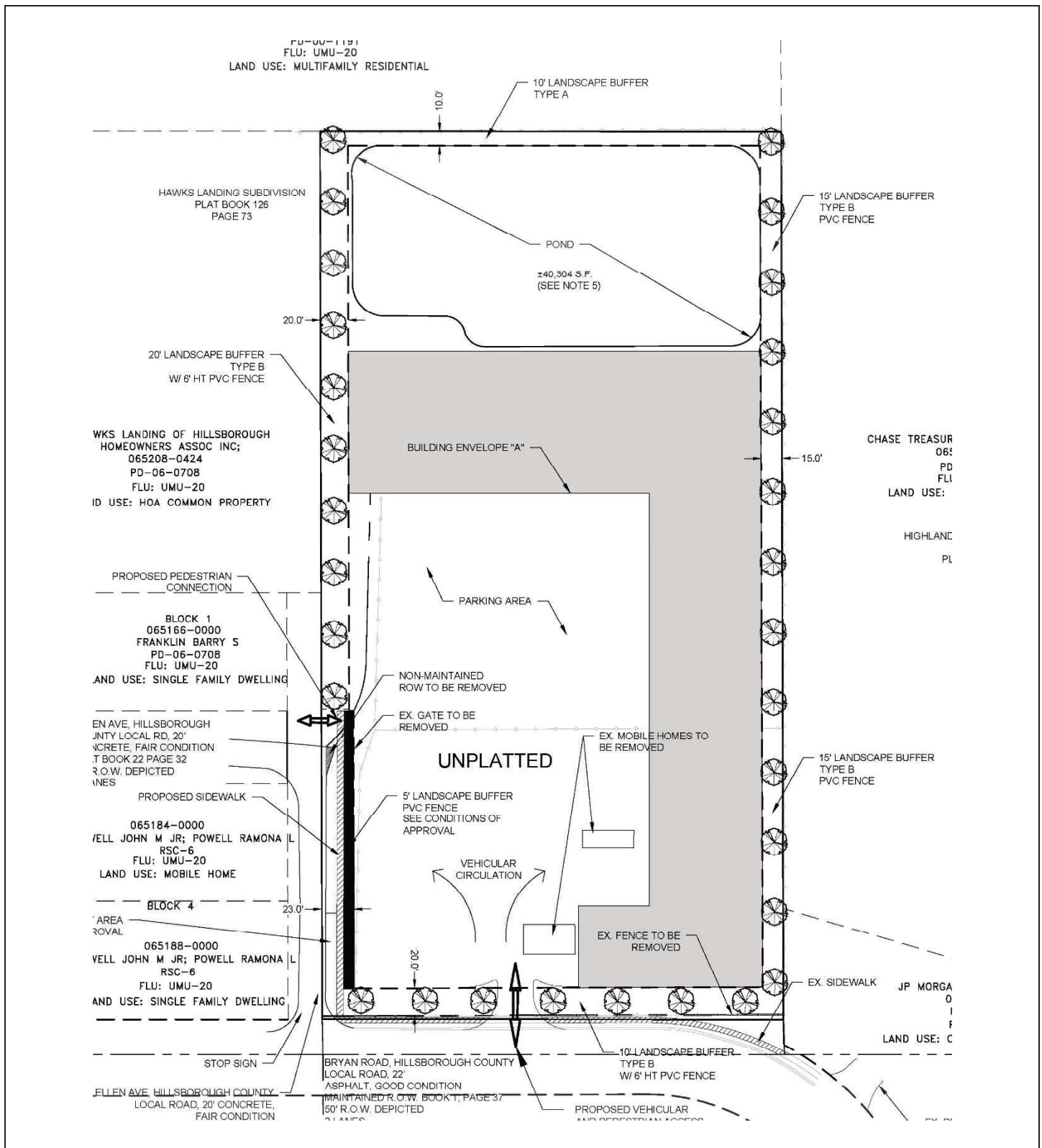
Planning Commission Recommendation Consistent	Development Services Recommendation Approvable, subject to proposed conditions
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2.0 LAND USE MAP SET AND SUMMARY DATA

2.2 Future Land Use Map

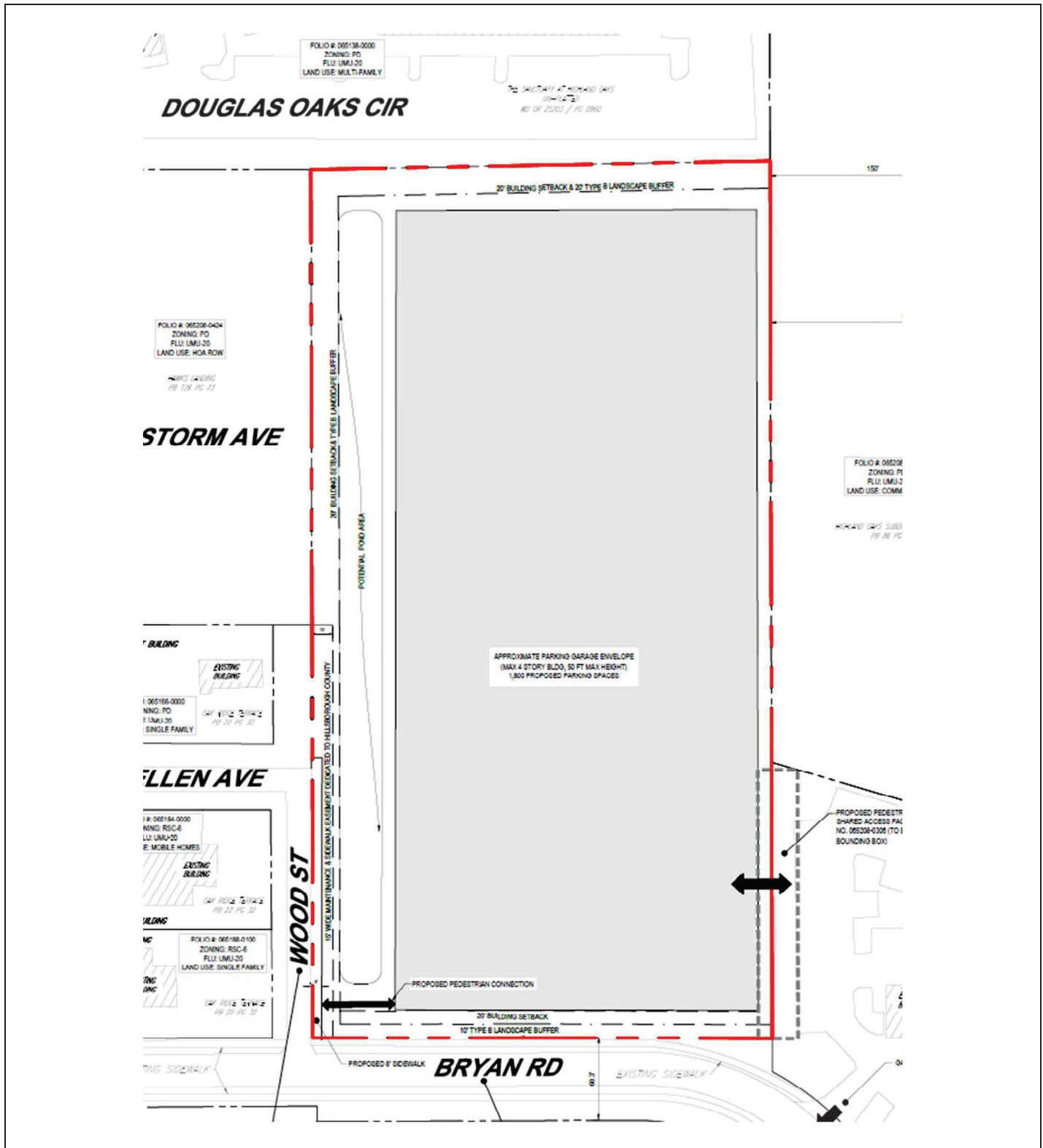


Subject Site Future Land Use Category	Urban Mixed Use – 20 (UMU-20)
Maximum Density/FAR	20 dwelling units per gross acre (du/ga) / 1.00
Typical Uses	Agricultural, residential, commercial, office, business park, research corporate park, light industrial, multi-purpose and/or mixed-use projects at appropriate locations.

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 OF STAFF REPORT)**Adjoining Roadways (check if applicable)**

Road Name	Classification	Current Conditions	Select Future Improvements
Bryan Road	County Local - Rural	2 Lanes <input checked="" type="checkbox"/> Substandard Road <input checked="" type="checkbox"/> Sufficient ROW Width	<input type="checkbox"/> Corridor Preservation Plan <input checked="" type="checkbox"/> Site Access Improvements Not Required <input checked="" type="checkbox"/> Substandard Road Improvements Not Required <input type="checkbox"/> Other
Ellen Avenue (a.k.a. Wood Street)	Unimproved Local Roadway	Unimproved <input checked="" type="checkbox"/> Substandard Road <input type="checkbox"/> Sufficient ROW Width	<input type="checkbox"/> Corridor Preservation Plan <input checked="" type="checkbox"/> Site Access Improvements Not Required <input checked="" type="checkbox"/> Substandard Road Improvements Not Required <input type="checkbox"/> Other

Project Trip Generation ☐ Not applicable for this request

	Average Daily Trips	A.M. Peak Hour Trips	P.M. Peak Hour Trips
Existing	284	29	22
Proposed	0	0	0
Difference (+/-)	-284	-29	-22

*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	
South		None	None	
East	X	Pedestrian & Vehicular	None	Meets LDC
West		None	None	

Notes: The project will not access any abutting roadways as its sole access will be via a Shared Access Facility through the abutting property to the east.

Design Exception/Administrative Variance ☒ Not applicable for this request

Road Name/Nature of Request	Type	Finding
	Choose an item.	Choose an item.
Notes:		

4.0 ADDITIONAL SITE INFORMATION & AGENCY COMMENTS SUMMARY

INFORMATION/REVIEWING AGENCY				
Environmental	Comments Received	Objections	Conditions Requested	Additional Information/Comments
Environmental Protection Commission	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
Environmental Services	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
Natural Resources	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	
Conservation & Environ. Lands Mgmt.	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
Check if Applicable: <input type="checkbox"/> Wetlands/Other Surface Waters <input type="checkbox"/> Use of Environmentally Sensitive Land Credit <input type="checkbox"/> Wellhead Protection Area <input type="checkbox"/> Surface Water Resource Protection Area <input type="checkbox"/> Potable Water Wellfield Protection Area <input type="checkbox"/> Significant Wildlife Habitat <input type="checkbox"/> Coastal High Hazard Area <input type="checkbox"/> Urban/Suburban/Rural Scenic Corridor <input type="checkbox"/> Adjacent to ELAPP property <input type="checkbox"/> Other _____				
Public Facilities	Comments Received	Objections	Conditions Requested	Additional Information/Comments
Transportation <input type="checkbox"/> Design Exc./Adm. Variance Requested <input type="checkbox"/> Off-site Improvements Provided	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	
Service Area/ Water & Wastewater <input checked="" type="checkbox"/> Urban <input checked="" type="checkbox"/> City of Tampa <input type="checkbox"/> Rural <input type="checkbox"/> City of Temple Terrace	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
Hillsborough County School Board Adequate <input type="checkbox"/> K-5 <input type="checkbox"/> 6-8 <input type="checkbox"/> 9-12 <input checked="" type="checkbox"/> N/A Inadequate <input type="checkbox"/> K-5 <input type="checkbox"/> 6-8 <input type="checkbox"/> 9-12 <input checked="" type="checkbox"/> N/A	<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Yes <input type="checkbox"/> No	
Impact/Mobility Fees				
Comprehensive Plan	Comments Received	Findings	Conditions Requested	Additional Information/Comments
Planning Commission <input type="checkbox"/> Meets Locational Criteria <input type="checkbox"/> N/A <input type="checkbox"/> Locational Criteria Waiver Requested <input type="checkbox"/> Minimum Density Met <input type="checkbox"/> N/A	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input type="checkbox"/> Inconsistent <input checked="" type="checkbox"/> Consistent	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	

5.0 IMPLEMENTATION RECOMMENDATIONS

5.1 Compatibility

Staff find, based on the nature of parking facilities that serve office uses and the proposed development plan, that the proposed modification to change the use from multi-family to off-site parking will have minimal impact on the general area. The north half of the proposed facility would also be separated from the residential properties to the west by more than 280 feet of area that would include two stormwater facilities and 20 feet of buffering and Type “B” screening. The southern half of the development site would be separated from the nearest single-family properties to the west by 85 feet of area, which would include a stormwater facility, a 20-foot buffer with Type “B” screening, and the adjoining Ellen Avenue Right-of-Way. The proposed 50-foot maximum height of the parking facility is the same maximum height permitted for multi-family development, but the existing building envelope would be shifted east approximately 60 feet further away from the single-family properties to the west. Additionally, usage of the parking facility will be limited to the office campus operations.

Based on these findings, staff finds the proposed modification compatible with zoning and development pattern in the area.

5.2 Recommendation

Based on the above, staff recommends approval, subject to conditions.

6.0 PROPOSED CONDITIONS

Prior to site plan certification, applicant shall revise the site plan to include the following items:

1. Identify the variation from LDC Section 6.05.02(D)(2) in the Variations & Waivers text box;
2. Change the waiver to §6.01.01 to a site note written as, “the 2’ to 1’ setback increase requirement of § 6.01.01 shall not apply for structures taller than 20 feet”;
3. Change the north setback to 30’ in the callout and in the setback summary table;
4. Change the east setback to 10’ in the callout and in the setback summary table;
5. Revise the western notation of “20’ Building Setback & Type B Buffer” to “20’ Buffer with Type B Screening”

Approval - Approval of the request, subject to the conditions listed below, is based on the general site plan submitted ~~August 24, 2021~~ August 8, 2025.

1. ~~The project~~ Site development shall be permitted a ~~maximum of 97 multi-family units~~ parking facility with up to 1,800 spaces.
2. The location of structures shall be as generally shown on the site plan. ~~The project shall be developed in accordance with the development standards of the RMC20 zoning district, unless otherwise specified herein.~~

Minimum Front Setback (South):	20-10 feet
Minimum Side Setback (West):	20-60 feet
Minimum Side Setback (East):	15-10 feet
Minimum Rear Setback (North):	10-30 feet
Maximum Height:	50 feet – 4 Story

3. The following buffering and screening standards shall apply:
 - a. ~~A ten foot (10') type "A" landscape~~ 20-foot buffer with Type "B" screening shall be provided along the development's northern boundary.
 - b. ~~A twenty foot (20') type "B" landscape~~ 20-foot buffer with Type "B" screening with a 6-foot vinyl or wood fence shall be provided along the development's western boundary. and six foot (6') vinyl fence shall be provided along the development's western boundary. Notwithstanding, a landscape buffer shall be allowed at 18 feet from the western boundary section along Ellen Avenue, as depicted in the site plan. Developer shall install evergreen plants, evergreen ground cover, or rock mulch covering within the buffer area between the sidewalk's two foot clear area and the PVC fence. Additionally, a 6 feet height fence shall be located 23 feet from the PD western boundaries.
 - c. ~~A fifteen foot (15') type "B" landscape buffer and six foot (6') vinyl fence shall be provided along the development's eastern boundary; and, Zero buffer shall be required along the development's eastern boundary.~~
 - d. ~~A ten foot~~ twenty foot (10' 20') type "B" landscape 10-foot-buffer with Type "B" screening with a 6-foot chain link, and six foot (6') vinyl fence shall be provided along the development's southern boundary.
- ~~6.4.~~ The project shall be served and limited to one access connection to Highland Manor Drive through adjacent Folio 65208.0306 accessed Vehicular and pedestrian access shall be from Bryan Avenue.
- ~~7. Developer shall construct a new sidewalk eight feet from the eastern edge of pavement of the segment of Ellen Ave running north from its intersection with Bryan Road until it turns westward as depicted on the site plan. Developer shall provide at least 2' of clear area east of the sidewalk.~~

- ~~8.5.~~ Developer shall grant Hillsborough County a maintenance easement fifteen feet (15') east from the boundary of Ellen Avenue.
- ~~9.~~ ~~Non-enclosed residential amenities (e.g. pool, tennis court, barbecues, et cetera) shall not emit amplified music, and such amenities cease operating at 10:00 PM EST.~~
- ~~10.~~ ~~Both Parking Area and Building Envelope "A" locations and dimensions are intended to minimize impacts to existing single-family development to the west. If in harmony with this intent, the Administrator may approve changes to the locations and dimensions of these envelopes pursuant to LDC §5.03.07(B)(1) (Jan. 27, 2021). Such changes may not result in changes to the setbacks established in Condition #2.~~
- ~~11.~~ ~~Minimum parking requirements shall comply with the minimum standards of Land Development Code Section 6.05.02 (Jan. 27, 2021). If necessary, Developer may pursue deviations from minimum parking requirements as permitted by the Land Development Code.~~
- ~~12.6.~~ The stormwater management system shall be designed to comply with the Stormwater Technical Manual, latest edition, and the water quality requirements of the Southwest Florida Water Management District (SWFWMD).
- ~~13.7.~~ Notwithstanding anything herein these conditions or on the PD site plan to the contrary, bicycle and pedestrian access may be permitted anywhere along the project boundaries.
- ~~14.8.~~ The developer shall construct a minimum 5-foot-wide sidewalk along its ~~Ellen Ave.~~ Avenue (a.k.a. Wood Street) frontage as generally shown on the PD site plan. Additionally:
- a. The sidewalk shall be located a minimum of 8-feet from the edge of the ~~Ellen Avenue Rd.~~ (a.k.a. Wood Street) pavement;
 - b. Prior to or concurrent with the initial increment of development, the developer shall dedicate and convey an easement, for public access and maintenance purposes, over the area between the existing property boundary and back of sidewalk. The width of the easement may vary based on the location of the edge of pavement; however, the easement area shall not be less than ~~13-15~~ feet in width. Such easement shall be approved by Hillsborough County Department of Facilities Management and Real Estates Services; and,
 - c. Notwithstanding anything herein these conditions to the contrary, no fences, walls, gates, poles or vertical plantings (e.g. only grass and sod) shall be permitted within the western two (2) feet of the area labeled on the PD site plan as ~~"5-foot Landscape Buffer PVC Fence"~~ "20' Building Setback & Type B Landscape Buffer".
- ~~15.9.~~ ~~Vehicular and pedestrian access to the site shall be along the eastern property boundary. The developer shall construct a pedestrian connection to Ellen Ave. in the location generally shown on the PD site plan. Such connection may be gated; however, such access shall be available for the daily use of project residents.~~
- ~~16.10.~~ Prior to or concurrent with the initial increment of development, the developer shall dedicate and convey and easement, for public access and maintenance purposes, over any area where the existing sidewalk along the project's ~~Bryan Rd.~~ Road frontage encroaches within the subject property. Such easement shall be approved by Hillsborough County Department of Facilities Management and Real Estates Services.
11. Consistent with the PD Variation approved as a part of MM 25-0920 and remaining applicable portions of LDC Section. 6.05.02.D.2., parking for uses within Folios 65208.0306, 65208.0308, and 65208.0311 shall be permitted within Folio 65140.0000 (i.e. within the subject PD) regardless of whether such off-site parking is located such that the walking distance between the two is greater than 300 feet, as long as the developer provides a continuous, uninterrupted, safe, direct, attractive, lighted, and convenient pedestrian route(s) between the off-site parking and the building(s) being served, and provided such pedestrian route(s) are located wholly within the adjacent PD.
12. The property owner shall record in the Official Records of Hillsborough County any parking or other easements necessary to permit the properties specified in Condition 11 above to utilize the parking as the minimum required parking.

13. The proposed parking garage shall be limited to serving only uses within certain folios within the adjacent PD, specifically folios 65208.0306, 65208.0308, and 65208.0311. As such, the garage shall not be permitted to be used as a commercial parking garage (i.e. such facility may not be used for daily, monthly or other parking or storage for any uses outside of those specified parcels).
14. Natural Resources staff identified a number of significant trees on the site including potential Grand Oaks. Every effort must be made to avoid the removal of and design the site around these trees. The site plan may be modified from the Certified Site Plan to avoid tree removal.
15. Approval of this petition by Hillsborough County does not constitute a guarantee that Natural Resources approvals/permits necessary for the development as proposed will be issued, does not itself serve to justify any impacts to trees, natural plant communities or wildlife habitat, and does not grant any implied or vested right to environmental approvals.
16. The construction and location of any proposed environmental impacts are not approved by this correspondence but shall be reviewed by Natural Resources staff through the site and subdivision development plan process pursuant to the Land Development Code.
17. 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
18. 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/plat approval.
19. The development of the project shall proceed in strict accordance with the terms and conditions contained in the Development Order, the General Site Plan, the land use conditions contained herein, and all applicable rules, regulations, and ordinances of Hillsborough County.
20. 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

APPLICATION NUMBER: MM 25-0920

ZHM HEARING DATE: September 15, 2025

BOCC LUM MEETING DATE: November 12, 2025

Case Reviewer: Sam Ball

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

7.0 ADDITIONAL INFORMATION AND/OR GRAPHICS

Proposed PD Variation: LDC Part
6.05.00 (Parking/Loading)

Staff has no objection to the variation to the offsite parking requirements of LDC Section 6.05.02.D.2 due to direct access from the proposed parking facility to the office campus and the developer's commitment to provide continuous, uninterrupted, safe, direct, attractive, lighted, and convenient pedestrian routes between the off-site parking and the buildings to be served.



**Hillsborough
County Florida**
Development Services

Application No: MM 25-0920

Variations Criteria Review Form

For each variation being requested, you must provide a detailed response to each of the following criteria. If additional space is needed, please attach extra pages to this application.

1. Explain how the variation is necessary to achieve creative, innovative, and/or mixed-use development that could not be accommodated by strict adherence to current regulations.

Given the existing strict parameters for off-site parking, including Hillsborough County Land Development Code Section 6.05.02(D)(2) and the 300-foot requirement from subsection (b) therein, this variation is being requested in an abundance of caution to ensure that the desired parking deck use on the subject Folio: 065140-0000 (the "Ellen Ave Parcel") would be able to validly benefit the applicant's adjacent office campus, located at and around Folios 065208-0306, 065208-0308, and 065208-0311 (the "JPMC Campus"), as a whole. This variation would ensure sufficient parking for the JPMC Campus, enable parking flow to be entirely contained within the JPMC Campus, and to provide flexibility for the future potential development of the existing uses on the JPMC Campus.

2. Explain how the variation is mitigated through enhanced design features. Design Features must be clearly indicated on the site plan and the applicant must demonstrate how the feature is proportionate to the degree of variation being requested.

The design features for this variation and the underlying application are mitigated by ensuring that vehicular and pedestrian access to/from the Ellen Ave Parcel are kept within the JPMC Campus. This is proportional as the desired parking deck use for the Ellen Ave Parcel serves to benefit the immediately adjacent JPMC Campus with a compatible use.

3. Explain how the variation is in harmony with the purpose and intent of the Hillsborough County Land Development Code.

This variation is in harmony with the purpose and intent of the Hillsborough County Land Development Code, including as stated in Sec. 1.02.03 therein, by ensuring that parking and traffic flows for the JPMC Campus are contained within the same in a way that mitigates the impact on the surrounding community (as opposed to, for instance, having traffic flows to/from the Ellen Ave Parcel go directly to Bryan Rd as would be permitted under that property's current planned development).

4. Explain how the variation will not substantially interfere with or injure the rights of the adjacent property owners.

This variation will not substantially interfere with or injure the rights of adjacent property owners by enabling the traffic flow to/from the Ellen Ave Parcel to be contained within the JPMC Campus rather than by accessing Bryan Rd, which is permitted under the current planned development for the Ellen Ave Parcel.

Variance Criteria Responses Submitted by Applicant

8.0 SITE PLANS (FULL)

8.1 Approved Site Plan (Full)

See Following Page

8.0 SITE PLANS (FULL)

8.2 Proposed Site Plan (Full)

See Following Page

9.0 FULL TRANSPORTATION REPORT (see following pages)

AGENCY REVIEW COMMENT SHEET

TO: Zoning Technician, Development Services Department

DATE: 09/08/2025

REVIEWER: Jessica Kowal, MPA, Principal Planner

AGENCY/DEPT: Transportation

PLANNING AREA: EL

PETITION NO: MM 25-0920

- ☐ This agency has no comments.
- ☐ This agency has no objection.
- ☒ This agency has no objection, subject to the listed or attached conditions.
- ☐ This agency objects for the reasons set forth below.

CONDITIONS OF APPROVAL

All other transportation related conditions shall carry forward unless otherwise noted or modified below.

Revised Conditions

6. The project shall be served by and limited to one accessed Vvehicular and pedestrian access connection to Highland Manor Drive through adjacent Folio 65208.0306 shall be ~~from Bryan Avenue.~~
7. ~~Developer shall construct a new sidewalk eight feet from the eastern edge of pavement of the segment of Ellen Ave running north from its intersection with Bryan Road until it turns westward as depicted on the site plan. Developer shall provide at least 2' of clear area east of the sidewalk.~~
- [Transportation Review Staff proposes deletion of this condition as it is duplicative. See condition 14, below.]*
8. ~~Developer shall grant Hillsborough County a maintenance easement fifteen feet (15') east from the boundary of Ellen Avenue.~~
- [Transportation Review Staff proposes deletion of this condition as it is duplicative. See condition 14, below.]*
10. ~~Both Parking Area and Building Envelope "A" locations and dimensions are intended to minimize impacts to existing single-family development to the west. If in harmony with this intent, the Administrator may approve changes to the locations and dimensions of these envelopes pursuant to LDC §5.03.07(B)(1) (Jan. 27, 2021). Such changes may not result in changes to setbacks established in Condition #2.~~

[Transportation Review Staff proposes deletion of this condition as it is no longer applicable.]

11. ~~Minimum parking requirements shall comply with the minimum standards of Land Development Code Section 6.05.02 (Jan. 27, 2021). If necessary, Developer may pursue deviations from minimum parking requirements as permitted by the Land Development Code.~~

[Transportation Review Staff proposes deletion of this condition as it is no longer applicable. Staff notes that the proposed parking is intended to serve uses within adjacent PD 24-0758. Parking rates for those uses will be controlled by the adjacent zoning district, regardless of any such parking being located within the subject PD.]

13. The developer shall construct a minimum 5-foot-wide sidewalk along its Ellen Ave-
(a.k.a. Wood St) frontage as generally shown on the PD site plan. Additionally:

[Transportation Review Staff added the reference to Wood St to reflect what the Oak Ridge Terrace Plat (Plat Book 22 Page 32) and the proposed PD site plan label the referenced roadway.]

- a. The sidewalk shall be located a minimum of 8-feet from the edge of the Ellen Rd-
(a.k.a. Wood St) pavement;
- b. Prior to or concurrent with the initial increment of development, the developer shall dedicate and convey an easement, for public access and maintenance purposes, over the area between the existing property boundary and back of sidewalk. The width of the easement may vary based on the location of the edge of pavement; however, the easement area shall not be less than 135 feet in width. Such easement shall be approved by the Hillsborough County Department of Facilities Management and Real Estate Services; and,

[Transportation Review Staff notes that the correct easement width of 15 feet was noted in condition 8 above, therefore, this condition is being revised to provide the dimension noted in condition 8, above.]

- c. Notwithstanding anything herein these conditions to the contrary, no fences, walls, gates, poles, or vertical plantings (e.g. only grass and sod) shall be permitted within the western two (2) feet of the area labeled on the PD site plan as “5-foot Landscape Buffer PVC Fence”.

14. Vehicular and pedestrian access to the site shall be along the eastern property boundary. ~~The developer shall construct a pedestrian connection to Ellen Ave. in the location generally shown on the PD site plan. Such connection may be gated; however, such access shall be available for the daily use of project residents.~~

15. Prior to or concurrent with the initial increment of development, the developer shall dedicate and convey an easement, for public access and maintenance purposes, over any area where the existing sidewalk along the project’s Bryan Rd. frontage encroaches within the subject property. Such easement shall be approved by Hillsborough County Department of Facilities Management and Real Estates Services.

New Conditions

- Consistent with the PD Variation approved as a part of MM 25-0920 and remaining applicable portions of LDC Sec. 6.05.02.D.2., parking for uses within Folios 65208.0306,

65208.0308, and 65208.0311 shall be permitted within Folio 65140.0000 (i.e. within the subject PD) regardless of whether such off-site parking is located such that the walking distance between the two is greater than 300 feet, as long as the developer provides a continuous, uninterrupted, safe, direct, attractive, lighted, and convenient pedestrian route(s) between the off-site parking and the building(s) being served, and provided such pedestrian route(s) are located wholly within the adjacent PD.

- The property owner shall record in the Official Records of Hillsborough County any parking or other easements necessary to permit the properties specified in **Condition _____**, above, to utilize the parking as minimum required parking.
- The proposed parking garage shall be limited to serving only uses within certain folios within the adjacent PD, specifically folios 65208.0306, 65208.0308, and 65208.0311. As such, the garage shall not be permitted to be used as a commercial parking garage (i.e. such facility may not be used for daily, monthly or other parking or storage for any uses outside of those specified parcels).

PROJECT SUMMARY AND ANALYSIS

The applicant is requesting a major modification to a +/- 4.85-acre parcel currently zoned Planned Development (PD) 21-0560 which permits a maximum development of 97 multi-family units. The PD modification request is to permit an 1,800-space parking garage that is intended to serve the existing JP Morgan Campus east of the subject site on Folios 65208.0306, 65208.0308, and 65208.0311. The approved PD permits one vehicular access to Bryan Road and this modification proposes to remove the approved Bryan Road access and provide access to Highland Manor Drive through the abutting parcel east of the subject site, which lies within adjacent approved PD 24-0758 as further described below. The abutting parcel to the east (Folio 65208.0306) has been developed for a 310-space surface parking lot that serves the existing JP Morgan Campus. This project proposes its sole vehicular access to Highland Manor Drive through the abutting surface lot on Folio 65208.0306.

Under a separate related request (PRS 25-0918), the applicant has submitted for a PD modification to the PD 96-0097, most recently modified by MM 24-0758 which is east of the subject parcel. The applicant is proposing to modify that existing PD to provide for a Shared Access Facility to accommodate access to the parking garage which is the subject of this request (25-0920).

Consistent with Sec. 6.2.1.C. of the Development Review Procedures Manual (DRPM), no traffic study was required to process this request. Staff notes that although access is being removed from the subject PD, and new access to the east added, such that sole access to the site will be through the adjacent PD (to Highland Manor Drive), this does not change overall travel patterns to/from the site (i.e. the area of the project in question will still be solely accessed via that facility, albeit in an alternate nearby location. As such, and given that no entitlements are being retained, staff determined that the traffic study would provide no usable information or benefit. Furthermore, staff notes that transportation impacts from development occurring within the adjacent PD (despite parking for such trips occurring within the subject PD) will be reviewed under that PD's existing development approvals and the LDC and TTM, as applicable.

Trip Generation Analysis

Staff has prepared the trips potentially generated under the existing and proposed zoning designations, utilizing a generalized worst-case scenario. Data presented below is based on the Institute of Transportation Engineer's Trip Generation Manual, 11th Edition.

Approved Use:

Zoning, Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
PD, 97 Multi-Family Dwelling Units (ITE LUC 221 – Multifamily Housing/Mid Rise)	284	29	22

Proposed Use:

Zoning, Land Use/Size	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
PD, Parking Garage (No ITE LUC as the parking garage use does not <i>generate</i> trips, as noted above trips associated with uses using the garage will be analyzed together with vertical development of those uses)	0	0	0

Trip Generation Difference:

	24 Hour Two-Way Volume	Total Peak Hour Trips	
		AM	PM
Difference	-284	-29	-22

TRANSPORTATION INFRASTRUCTURE SERVING THE SITE

The subject property has frontage on Highland Manor Drive, Bryan Road, and Ellen Avenue (a.k.a. Wood Street).

Highland Manor Drive is a 2-lane, undivided, local urban roadway. The roadway is characterized by +/- 12-foot-wide lanes in average condition, no bike lanes, +/- 5-foot-wide sidewalks on both sides of the roadway within the vicinity of the proposed project and lies within a +/- 100-foot-wide right of way.

Bryan Road is a 2-lane, undivided, substandard local rural roadway. The roadway is characterized by +/- 11-foot-wide lanes in average condition, no bike lanes, +/- 5-foot-wide sidewalks on both sides of the roadway within the vicinity of the proposed project and lies within a +/- 50-foot-wide right of way.

Ellen Avenue/Wood Street is a 2-lane, undivided, substandard local rural roadway. The roadway is characterized by +/- 20-foot-wide pavement in average condition, no bike lanes or sidewalks on either side of the roadway within the vicinity of the proposed project and lies within a +/- 25-foot-wide right of way.

SITE ACCESS

The approved PD permits vehicular access to Bryan Road. This PD modification requests to remove that access connection and proposes its sole vehicular access to Highland Manor Drive through Folio 65208.0306 to the east.

Under separate request (PRS 25-0918), the applicant has submitted for a PD modification to MM 24-0758 which, if approved, will permit a full access driveway connection to Highland Manor Drive on the west side of the roadway before the cul-de-sac. That request also proposes a Shared Access Facility/Shared Access Driveway to facilitate vehicular access to the proposed parking garage on the subject parcel.

The full access connection to Highland Manor Drive (within the adjacent PD) will be a Shared Access Facility (SAF) with that PD and the subject PD. Such SAF will serve as the sole means of access to the parking garage which is the subject of this request, connecting the eastern property boundary with the proposed access connection to Highland Manor Drive.

PD VARIATION REQUEST – PARKING

The applicant has submitted a PD Variation from LDC Sec. 6.05.02.D.2.b. requesting relief from the 300-foot walking distance for off-site parking. The subject property is proposed to be developed as a parking garage to provide sufficient parking for the JP Morgan Campus while containing the parking and circulation within the campus. Staff notes that the remaining provisions of that section of the LDC remain in effect (i.e. the developer will have to provide a continuous, uninterrupted, safe, direct, attractive, lighted, and convenient pedestrian route(s) between the off-site parking and the building(s) being served. Staff notes that because the applicant did not propose such areas to cross existing public roadways, no evaluation of the safety of such external crossings occurred (which would be particularly important given the high number of vehicles and pedestrians that would use such facilities within the peak hours). As such, staff has included a condition requiring such continuous walkway to be wholly located within the subject PD.

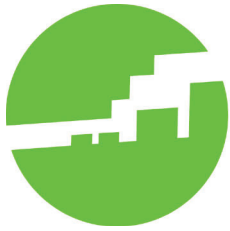
ROADWAY LEVEL OF SERVICE (LOS) INFORMATION

Highland Manor Drive and this segment of Bryan Road are not regulated roadways and were not included in the 2024 Hillsborough County Level of Service (LOS) Report. As such, no LOS information for those roadways can be provided.

The roadway level of service provided for a segment of N Falkenburg Road (a nearby roadway) is for information purposes only.

Generalized Level of Service				
Roadway	From	To	LOS Standard	Peak Hr. Directional LOS
N Falkenburg Road	Bryan Road	Hillsborough Avenue	D	C

Source: [2024 Hillsborough County Level of Service \(LOS\) Report](#)



**Hillsborough County
City-County
Planning Commission**

Plan Hillsborough
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18th floor
Tampa, FL, 33602

Unincorporated Hillsborough County Rezoning Consistency Review	
Hearing Date: September 4, 2025 Report Prepared: September 15, 2025	Case Number: MM 25-0920 Folio(s): 65140.0000 General Location: West of Interstate 75, north of Bryan Road, and east of Falkenburg Road
Comprehensive Plan Finding	CONSISTENT
Adopted Future Land Use	Urban Mixed Use-20 (20 du/ga; 1.0 FAR)
Service Area	Urban
Community Plan(s)	East Lake-Orient Park
Rezoning Request	Major Modification of Planned Development (PD-21-0560) to develop a parking deck facility with up to 1,800 parking spaces
Parcel Size	+/- 4.91 acres
Street Functional Classification	Interstate-75 – State Principal Arterial Bryan Road – Local Falkenburg Road – County Arterial
Commercial Locational Criteria	Not applicable
Evacuation Area	None

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Table 1: COMPARISON OF SURROUNDING PROPERTIES			
Vicinity	Future Land Use Designation	Zoning	Existing Land Use
Subject Property	Urban Mixed Use-20	PD	Vacant
North	Urban Mixed Use-20	PD	Multi-Family
South	Urban Mixed Use-20	PD	Light Commercial
East	Urban Mixed Use-20	PD	Light Commercial
West	Urban Mixed Use-20	PD + RSC-6	Single-Family

Staff Analysis of Goals, Objectives and Policies:

The ± 4.91-acre subject site is located west of Interstate-75, north of Bryan Road, and east of Falkenburg Road. The site is in the Urban Service Area (USA) and within the limits of the East Lake-Orient Park Community Plan. The subject site has a Future Land Use (FLU) designation of Urban Mixed Use-20 (UMU-20). The applicant is requesting a Major Modification (MM) to Planned Development PD-21-0560 add an 1,800-space parking facility with a maximum height of 50 feet.

The site is in the Urban Service Area where, according to Objective 1.1 of the Future Land Use Section (FLUS), 80 percent of the county's growth is to be directed. Policy 3.1.3 requires all new developments to be compatible with the surrounding area, noting that "compatibility does not mean "the same as." Rather, it refers to the sensitivity of development proposals in maintaining the character of existing development." The area surrounding the subject site consists predominantly of light commercial, single-family and multi-family residential. The parcel that is being modified is adjacent to existing light commercial uses to the east and south, with single-family residential properties located to the west and multi-family to the north. The applicant will provide a 20-foot setback with a "type B" landscape buffer to the west and a 10-foot setback with a "type A" buffer to the north. The proposal to develop a parking facility meets the intent of FLUS Objective 1.1 and Policy 3.1.3.

Per Objective 2.2, Future Land Use categories outline the maximum level of intensity or density, and range of permitted land uses allowed in each category. Table 2.2 contains a description of the character and

intent permitted in each of the Future Land Use categories. The site is in the Urban Mixed Use-20 (UMU-20) Future Land Use category. UMU-20 allows for the consideration of agricultural, residential, commercial, office, business park, research corporate park, light industrial, multi-purpose and/or mixed-use projects at appropriate locations. This Future Land Use category allows a residential density of up to 20 dwelling units per gross acre and a maximum Floor Area Ratio (FAR) of 1.0. The FAR associated with this request remains within the maximum threshold. The maximum Floor Area Ratio (FAR) permitted within the UMU-20 Future Land Use category is 1.00. Given that the site is 4.91 acres, the maximum allowable square feet that may be considered for this site would be 213,879 square feet (4.91 ac x 43,560 square feet = 213,879 square feet x 1.00 FAR = 213,879 square feet). The collective total square footage of all allowable uses on the site is 149,063 square feet, which is well within the permitted development threshold for this property. The proposed use is consistent with the allowable uses within this category and aligns with Objective 2.2 and its associated policies.

The Comprehensive Plan requires that all development meet or exceed the land development regulations in Hillsborough County (FLUS Objective 4.1, FLUS Policy 4.1.1 and FLUS Policy 4.1.2). However, at the time of uploading this report, Transportation comments were not yet available in Optix and thus were not taken into consideration for analysis of this request.

The proposal meets the intent of FLUS Objective 4.4 and FLUS Policy 4.4.1 that require new development to be compatible with the surrounding neighborhood. In this case, the surrounding land use pattern consists of a mix of light commercial, single-family residential, and multi-family uses. The parking deck facility will be contained within the JPMC Campus through the Surface Lot with existing access to Bryan Road and Highland Manor Drive. Additionally, no exterior roads will be directly accessed from the Ellen Avenue parcel, which is adjacent to residential uses. The applicant has dedicated a 20-foot building setback to the west with a type B buffer and a 10-foot building setback to the north with a type A buffer. The proposed parking structure will add an additional 1,800 parking spaces to support the campus operations. These design measures collectively enhance the compatibility of the use with the surrounding area and help to ensure a balanced transition between land uses. Therefore, the proposal is consistent with the policy direction under FLUS Objective 4.4.

The subject site is within the limits of the East Lake-Orient Park Community Plan. The vision of the Community Plan is to ensure that new developments do not adversely impact existing neighborhoods. The proposal ensures that access to the parking facility will remain within the existing business campus with no access from Ellen Avenue, a local road adjacent to single family residential. The community plans economic goal also states that it wishes to protect existing industrial uses. The proposal meets the intent of the vision of the Community Plan.

Overall, staff finds that the proposed use is an allowable use in the UMU-20 Future Land Use category, meets the intent of the East Lake-Orient Park Community Plan, and is compatible with the existing development pattern found within the surrounding area. The proposed Major Modification (MM) would allow for development that 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.

Staff Identified Goals, Objectives and Policies of the *Unincorporated Hillsborough County Comprehensive Plan* Related to the Request:

FUTURE LAND USE SECTION

Urban Service Area

Objective 1.1: Direct at least 80% of new population growth into the USA and adopted Urban expansion areas through 2045. Building permit activity and other similar measures will be used to evaluate this objective.

Relationship to the Future Land Use Map

Goal 2: Ensure that the character, compatibility and location of land uses optimize the combined potential for economic benefit, fiscal sustainability, protection of natural resources and maintaining viable agriculture. Ensure density and intensities are maintained through the Future Land Use Map.

Objective 2.1: The Future Land Use Map is a regulatory tool governing the pattern of development in unincorporated Hillsborough County through the year 2045.

Policy 2.1.1: The Future Land Use Map shall identify Future Land Use categories, summarized in Table 2.2 and further described in Appendix A, that establish permitted land uses and maximum densities and intensities.

Future Land Use Categories

Objective 2.2: The Future Land Use Map (FLUM) Shall identify Land Use Categories, summarized in table 2.2 of the Future Land Use Element.

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.

Compatibility

Objective 3.1:

New developments should recognize the existing community and be designed in a way that is compatible (as defined in FLUE Policy 3.1.3) with the established character of the surrounding neighborhood.

Policy 3.1.1: Restrict incompatible land uses to protect established and planned neighborhoods and communities by utilizing planning principles that limit commercial development in residential Future Land Use categories. Commercial and mixed-use in residential Future Land Use categories shall be limited to

neighborhood serving guided by the commercial locational criteria in Objective 4.7.

Policy 3.1.2: *Gradual transitions of intensities and densities between different land uses shall be provided for as new development is proposed and approved through the use of professional site planning, buffering and screening techniques and control of specific land uses. Screening and buffering used to separate new development from the existing, lower-density community should be designed in a style compatible with the community and allow pedestrian penetration. In rural areas, perimeter walls are discouraged and buffering with berms and landscaping are strongly encouraged.*

Policy 3.1.3: *Any density increase shall be compatible with existing, proposed or planned surrounding development. 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.*

Development

Objective 4.1:

Efficiently utilize land to optimize economic benefits while ensuring a choice of living environments and protecting natural resources.

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.*

4.1.6: *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 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.*

Neighborhood/Community Development

Objective 4.4: *Neighborhood Protection – Enhance and preserve existing neighborhoods and communities. Design neighborhoods which are related to the predominant character of their surroundings.*

Policy 4.4.1: *Any density or intensity increases shall be compatible with existing, proposed or planned surrounding development. Development and redevelopment shall be integrated with the adjacent land uses through:*

- a) the creation of like uses; and*
- b) creation of complementary uses; and*

- c) mitigation of adverse impacts; and*
- d) transportation/pedestrian connections; and*
- e) Gradual transitions of intensity*

LIVABLE COMMUNITIES ELEMENT: East Lake-Orient Park

Vision:

New development in our communities does not adversely impact the existing neighborhoods. Residents are actively involved in the development decision making process. Developers meet with community representatives in advance of land use decisions. Commercial activities are compatible with and designed to serve the community.

Economic Development:

- *Existing industrial uses and employment should be preserved and protected.*

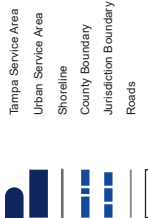
HILLSBOROUGH COUNTY
FUTURE LAND USE

RZ MM 25-0920

<all other values>

Rezonings

STATUS



- WATER NATURAL LULC_Wet_Poly
- 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/COMMERCIAL)
- 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

DATA SOURCES: Rezonings boundaries from The Planning Commission and are not official. Parcel lines and data from Hillsborough County Property Appraiser. This map is for informational purposes only and is not intended to be used as a legal document. It is intended that the map be used in conjunction with the official zoning map. ACCURACY: It is intended that the map be used in conjunction with the official zoning map. Hillsborough County City-County Planning Commission. This map is for illustrative purposes only. For the most current data and information, visit the appropriate website.



Map Printed from Rezoning System: 6/11/2025
Author: Beverly F. Daniels
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